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ABSTRACT

In 1976-77, the U.S. Office of Education funded a series of investigations of community education by various organizations. These studies were designed to provide perspectives on community education that were prepared by groups essential to the community education process. This publication introduces the concept of community education as a new foundation for education, provides historical and societal perspectives, and then presents summaries of the reports made by the various organizations. Some of the subjects covered in the summaries include: the role of state educational agencies, the role of the state board of education, community education and school administrators, community education in junior colleges, a guide for the hearing impaired, involvement of older people, and the role of parks and recreation services. The appendix offers four case studies of community education. (Author/LD)

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A NEW FOUNDATION

Perspectives on Community Education

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The creation of an educative society is no longer just a chimeric vision. It is as exciting, as plausible and as important a venture as exploring the new world of outer space.

John Goodlad, Dean
Graduate School of Education
Uunversity of California
at Los Angeles

TABLE OF CONTENTS

Preface vi

Part I

The Framework for Community Education

A New Foundation 2

Historical Perspective 9

Societal Perspective 14

Part II

Agency Perspectives: Summaries of Reports to the U.S.O.E.

The Role of the National Advisory Council 18

Community Education and State Educational Agencies:
An Assessment of Existing and Future Roles 19

Community Education: The Role of the State Board of Education 24

Community Education and the School Administrator 27

Community Education in Community and Junior Colleges 31

Community Education: A Guide for the
Hearing Impaired Community 36

Involving Older People in Community Schools 39

The Role of Parks, Recreation, and Leisure Services in Community Education 42

The Relationship Between Community Education and Lifelong Learning 47

The Schools' Community Roles in the Next Ten Years: An Outside Perspective 51

Epilogue 56

Appendix

Statements on Community Education 61

Citizen Participation Handbook: Four Case Studies 65

Current and Past Members of the Community Education Advisory Council 69

Preface

In 1976-77, the U.S. Office of Education funded a series of investigations of community education by various organizations. These studies were designed to provide perspectives on community education which were prepared by groups essential to the community education process.

This publication introduces the concept of community education as a new foundation for education, provides historical and societal perspectives, and then presents summaries of the reports made by the various organizations.

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Part I

The Framework

for

Community Education

A New Foundation

President Carter in his 1979 State of the Union message called for a "new foundation" as a means of solving the nation's problems. He referred to the proliferation of bureaus and agencies which have been added to the already cumbersome federal bureaucracy. The typical governmental response to a problem has been to add another agency or bureau to address it. Over the years, this approach has created a monster —an overgrown, haphazard structure which is in danger of collapsing. President Carter called for an end to the current piecemeal approach, advocating a basic rethinking of the foundation of our governmental programs.

Those who have been serving in the field of community education for the past several decades face the same dilemma that is being faced by the national administration. The add-on mentality is just as prevalent in education as it is in government. When something new surfaces, it usually is tacked on to what is already in existence. In other words, the change is usually in form and not in substance. Over the years, this approach has led to the creation of an unwieldy, uncoordinated educational structure which is not always responsive to public needs.

If a new educational foundation were created, it might become possible to effectively confront difficult issues. Some outmoded approaches would have to be abandoned and new strategies for effecting substantive change would have to be developed. In view of recent polls and the failure of so many bond referenda on behalf of education, it is apparent that the whole area of education needs to be studied and plans made for effective changes that will bring new confidence to those who support the educational institutions of this country.

For many years those who have supported the community education concept have been faced with the dilemma of finding a message that would convince the

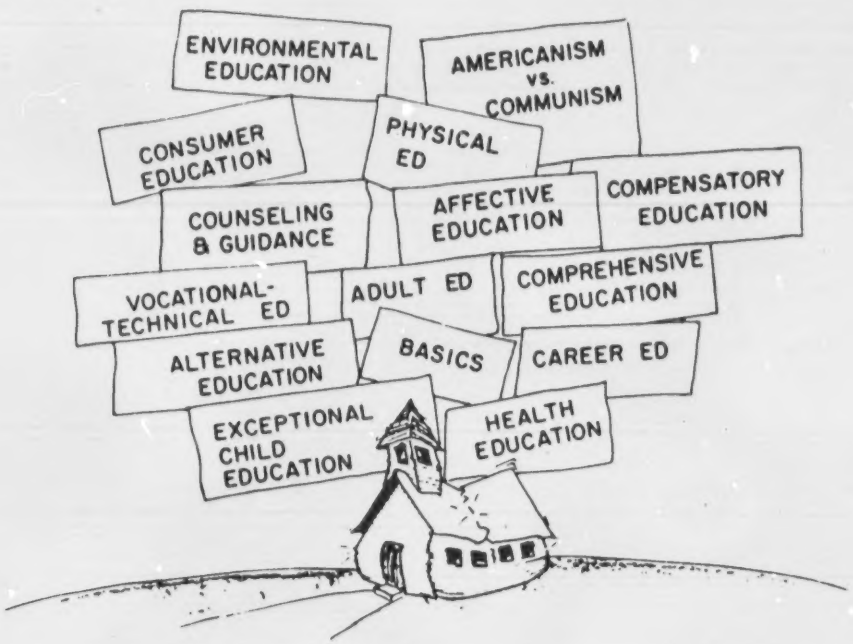
> *"The community education concept is not the frosting on the educational cake . . . . The concept is the total cake . . ."*

general public and those responsible for the administration of schools that the community education concept is not something that is simply added to the general school program. It is not the frosting on the educational cake. Community educators have for many years believed that *the concept is the total cake* and that any educational system simply cannot "rise" to meet the needs of all citizens without that concept. They believe that there are new dimensions necessary to accomplish the total educational goal. That goal has been

described by some as being a situation in which those of all ages, not merely children and youth, have opportunities to attain goals that are in harmony with their hopes, their abilities, and their aspirations.

Until community education attained some prominence, there had been a tendency to assume that education and schooling were synonymous terms. Schools were created as separate community institutions, and they have had an important part in contributing to the betterment of individuals within a community. Based on the schoolhouse or schoolyard concept of education, a series of programs and projects have been built on the narrow base of a *schoolhouse* foundation. All these additions have created an approach to schooling which is in danger of collapsing from its own weight largely because of a lack of basic foundational strength. Public frustration over the failure of schools to capitalize upon the opportunities that a community foundation presents have resulted in various kinds of retaliation against the schools. The frenzy created by California's Proposition 13 is one example. As a result of this frustration, there are some who would reduce the size and scope of schools and who would not approve any referendum that would add to or enhance existing facilities or programs.

In recent years, there have been many attempts to more effectively meet educational needs, particularly those of children and youth. There are compensatory programs, education for the disadvantaged, programs for children with exceptionalities, and career education. In addition, vocational and adult education programs have been initiated. All of these developments are needed.



The difficulty has been that many school administrators, boards of education, and citizens in general have believed that these programs can be added without changing the educational perceptions of those who are responsible for initiating the programs. As a result, many of our school systems have become a patchwork of programs that have very little relation to one another or to the community at large. In addition, many programs have been initiated without proper orientation for those who must administer the programs and must assume responsibility for their success. In short, many innovations have resulted in failure; and the general public has been disenchanted to the extent that they now demand a return to the basics. Consequently, there are those who believe that gearing down, reductions, and cutbacks are the answer. This reactive approach need not be the answer. The rebellion need not be against education. The more realistic approach is to begin thinking in terms of education rather than schooling. Implicit in this broader view is an examination of the assumption that all of the programs mentioned can be efficiently and effectively operated upon a narrow schoolhouse foundation.

Once the issue of the basic foundation is opened, several questions have to be openly discussed and investigated: Has the American public lost faith in the power of education, or has it lost faith in schools as they are currently interpreting and implementing the educational process? Has the American public lost its zeal for supporting education, or is it questioning the leadership and vision of the current school establishment? Has the public lost its compassion for the needs of all people or lost patience with self-centered bureaucracy? Has the public *dropped out* of the educational process or have they been *closed out* by the school establishment? And finally, does the public sense and resent the fact that the schools have developed an independent, self-perpetuating bureaucracy that is rigid, discourages coordinated effort, and produces a patchwork of programs and tactics without a defensible strategy for total education?

Education is not alone in the need for this type of basic stock-taking. Health programs, welfare programs, transportation systems, and economic development programs, to mention only a few, are conglomerations of programs and tactics that have very little relation to one another and are built upon some assumptions and premises that need to be rethought.

What is apparently missing in most of these programs is a broad strategy for effective change. There is no broad strategy for health in the United States, but rather a series of programs that attempt to respond to illness. The welfare programs do not have a strategy that ties in with economic development or education. These are only two illustrations of the totality of the problem.

Health problems cannot be addressed solely in hospitals. Transportation problems cannot be solved independently by the Highway Departments. Unemployment and economic problems have roots that reach into health, education, community development, and a host of other factors in a community's life. The same holds true for educational problems. Schools *alone* cannot make much of a difference in an individual's life or a community's progress. In essence, the vision of community education is based on the recognition that it is the total community that educates.

A host of authors have attempted to articulate the concept of community education, a concept which has passed through a rapid transition in a short period of time. It is a paradoxical concept in that, on one hand, it is eloquently simple, while on the other, it resembles the tip of an iceberg. As one idea is developed, others emerge. The acceptance of the community education philosophy is evidenced by its widespread adoption by local, state and federal leaders. Acceptance of a new idea is sometimes a mixed blessing, however.

> *"Schools alone cannot make much of a difference in an individual's life or a community's progress.*

Often in the very process of adoption, a new idea is distorted, narrowed down, or mistakenly perceived as fitting nicely into a niche in the existing structure. In many cases, this has been the fate of community education.

A brief history of the idea may be helpful at this juncture. The community school concept is at the base of the community education philosophy. Originally, the little red schoolhouse that has so many fond memories for Americans was essentially a community school. It was built, governed and used by the community. It served a community purpose that was educational, social, cultural, recreational and personal. These schools reflected the value systems of the communities in which they were located. In fact, school ties with community were so close that in some cases, there were misuses of community control: attempts to impose religious beliefs, ethnic and social bias, and curricular constraints that were inimical to the best interests of the total community. Such abuses often led to deliberate and successful attempts to break down community control of local schools.

With the industrialization of the country, broader influences began to affect the local schools. States assumed the burden for certification of the teaching and administrative personnel. Legislation which affected the curricular offerings of the schools was enacted. In some cases, state funding required additional changes in the local school organization. As a consequence, community control and community use of the schools began to decline.

By the end of the nineteenth century, the school that literally had been the community center not only for education, but also for political and social functions had almost disappeared. Recognizing this trend, a number of educational leaders began to recommend a return to the community school concept. The 1911 yearbook of the National Society for the Study of Education appeared in two parts: "The City School as a Community Center", and "The Rural School as a Community Center". Despite such advocacy, the community education concept was not widely adopted during this period; and schools became more specialized and restricted in their role.

As early as 1930, schoolhouses had become so isolated from the communities that opening them up as community centers became an innovative idea. Throughout the first part of the century there were those who made pleas for a return of schools to the people. Educational philosophers such as Dewey, Kilpatrick, and Counts saw the community as the true educator.

Elsa Clapp and Joseph Hart are often noted in community education circles as working to keep the school lights burning during this era when school lights were going out. Hart wrote:

> *"The true educational agency is the community within which and by means of which* the individual comes to whatever maturity he reaches. By and large, the qualities of that community will be reflected in its members, variously, of course, as they have various capacities for responding to its impacts, and as they touch various facets of its existence . . . *The problem of education* is the problem of community-making, in the most fundamental sense of the term. The problem of the school is merely a chapter in that more inclusive problem. School is important. But an *unrelated school* — a school that is unacquainted with, or indifferent to, the world within which it is attempting to operate, the world from which its "pupils" come each morning and to which they must go back evenings — is an impertinence. A school that compels children to become "pupils" for some hours each day is in the long run an immoral institution. The vitalities of life are in *communities,* not in *institutions!*[1]

The beginning of the modern community school movement is attributed by most students of community education to the work of Charles Stewart Mott, a philanthropist, and Frank J. Manley, a recreation director in Flint, Michigan, during the 1930's. Mott was concerned with the post-depression problems plaguing the city of Flint and suggested addressing one of them, juvenile delinquency, by building a club for boys. Manley was enthusiastic about the idea, but pointed out that new facilities were not necessary. Every closed schoolhouse was a potential Boys' Club.

The idea caught on, and with a small incentive grant from the Charles Stewart Mott Foundation, all of the schools in Flint became community schools by the mid-1950's.[2] They attracted visitors from throughout the nation and from many foreign countries. What the visitor saw was a "lighted schoolhouse." The schools were opened in the late afternoon and evening for a series of educational, social, cultural, health, and recreational events, activities and programs for all age groups. The impact of this type of program upon individuals and upon the community was evident even to the most skeptical visitor.

Despite all the successes of the community school movement, one limitation of the community school concept repeatedly haunted the proponents. The community school concept was essentially a *school based idea.* It lighted its classrooms and halls, opening them up to the total community, but there was little effect on the regular curriculum, commonly referred to as the K-12 program. In addition, it became increasingly apparent that even an extended day and an expanded school program did not address the educational needs of an entire community.

[1]Hart, Joseph K., *A Social Interpretation of Education,* New York: Holt, 1929, pp. 427-428.
[2]To date, the Charles Stewart Mott Foundation has invested over $100,000,000 in the community education concept.

With this realization came the rebirth of the community education concept, a broader, more comprehensive view of education as a community affair. The modern community education philosophy was in essence an outgrowth of the community school concept. However, as students of this broader notion soon discovered, it was not a truly new idea either. This ecological approach to education was basic to Greek society and served as a central core in many of the Renaissance communities. The idea was sound; it had worked. In fact, its rationale had a great deal of perennial truth that was more applicable to this era than to Greek times.

The articulation of the idea was not simple, however. Complex societies often are suspicious of eloquently simple philosophical ideas. Proponents of the concept reached for analogies which would depict the concept. They reminded readers and listeners alike of the Greek concept of *paedeia,* which strongly resembles the concept of community education. Phrases such as "parts of the puzzle" and "umbrella concept" became common to both the lecture circuit and the literature. Other proponents of community education reached into the rich literature of sociology and drew out terms such as *Gemeinschaft* and *Gesellschaft* in attempts to familiarize both policy makers and the general public with the community education concept. Some authors have reached into the fields of science and management for illustrative terms such as "an ecological approach" and "a synergistic approach" to bring the concept home to the American public. Each of these illustrations and analogies has played some part in bringing about a better understanding of these two separate and distinct, yet related concepts of "community schools" and "community education." The idea inspired by President Carter's 1979 State of the Union Message, "a new foundation," can serve as one additional building block in bringing about a better understanding of the concept as it applies to public policy and the maximum utilization of the nation's resources.

As evidenced above, the molar or *gestalt* approach to depicting the concept has not been entirely successful. To offset this shortcoming, a number of authors in the field —Clark, Decker, Kerensky, Minzey, Warden and others have attempted to illustrate the concept by breaking it down into component parts. These attempts have met with mixed results. On one hand, they have brought about better understanding of the basic concept; yet on the other, they have provided opportunities for those who are prone to select one or two components of the total concept and pass these off as the total community education concept.

Whether given in global terms or broken down into components, the community education concept rests on the following assumptions:

- It is the total community that educates.
- Individual and community perceptions of what is wanted and needed in a given community will and should in the long run prevail.
- Schools are an instrument of community, along with other community institutions and agencies, and should be responsive to community wants and needs.

- Schools, along with other social institutions, should strive to create a sense of community where it is lacking and support and promote a sense of community where it exists.
- Schools, along with other societal institutions, can open their doors and serve as "societal cement" by providing educational, cultural, recreational, health, and social activities, events and programs for *all* members of the community.
- All public facilities beong to *all the people,* not to those who are given administrative responsibility for their operations.
- The public can expect, at the very least, that publicly supported educational, recreational, social, cultural, health, and community development programs and agencies will find ways to:

  Coordinate activities and programs
  that move toward
  Cooperative efforts
  that result in
  Mobilization and synergistic efforts
  that realize
  The symbiotic nature of community.

- All of the factors involved in the coordination of public services can be achieved in terms of relations between the public and private sectors.

It is important to note that the community education philosophy is not a call for massive reorganization or a super-coordinating council or body. Its power rests in a change of current attitudes. It is a call for a heightened awareness that the present fragmented, programmatic structure cannot deal with the serious problems that confront society. The school-based foundation can provide some schooling experiences; but true educational reform must take into consideration the global nature of education and the need for a broader base. The entire community and all the resources found within it comprise the new foundation upon which an effective educational program can be built.

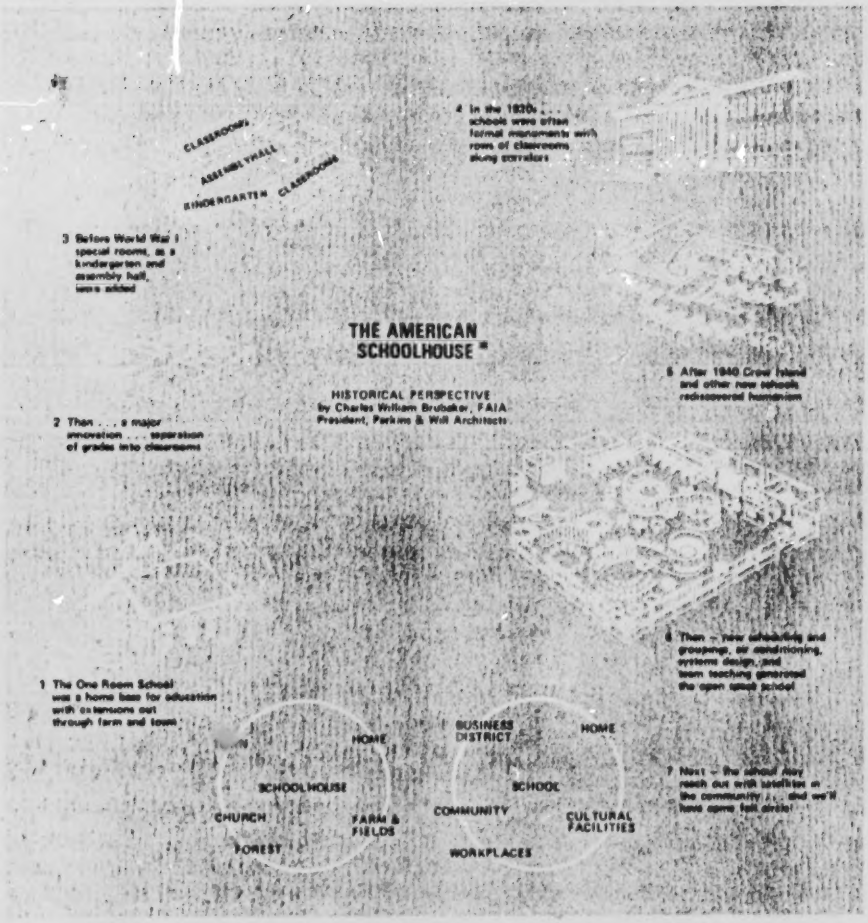
Historical Perspective

Education in the United States had its beginnings in Colonial times. Our early settlers were convinced that their children needed to be able to read and write in order that Satan, the Deluder, might be put in his place. The family formed the nucleus for educational support and the school was charged with instruction in the areas which we have come to refer to as the basics: reading, writing, and arithmetic. While education for morality was not an assigned objective, required readings usually included stories glorifying truth, honesty, and righteous living. The family and the church were, in the long run, responsible for developing ethical character.

As Colonial society began to expand, it became apparent that instruction only in the so-called basics would not produce an effective work force. Technical demands and the construction needs of the times called for talent over and above reading and writing competencies. A primitive type of vocational education was in the making. While schools were given some importance, crops and other necessities of life were given priority. The problem of survival merited and received the greatest concern. Yet the one-room school had a definite place in a society where survival was the dominant issue. In truth, the "little red schoolhouse" was something of a national monument.

As the nation grew, industrial complexes developed and the one-room school was no longer appropriate to house the increased demands for schooling. This change may be seen in Brubaker's view of *The American Schoolhouse.* Schoolhouses contained many classrooms, and there was usually only one grade in each classroom. In addition, the demand for high schools increased. Despite some advancement in terms of the size of the schools and the length of time students were expected to stay in school, schools continued to be regarded as places where specific information was provided during specified periods of the day and the school year. The fact that individuals had other basic needs, such as a need for inclusion or recognition, was not considered to be a concern of the school. Attention to needs such as these remained the province of the family and the church.

During the first quarter of the twentiety century the high school took its place in the educational scene, and there were other notable advances. Kingergartens became a part of the school's responsibilities, vocational education was more widely implemented, and the incidence of extra-curricular activity increased. It is interesting to note that the very term *extra-curricular* indicates a decision on what is considered a proper part of the concerns of a school program and what is


THE AMERICAN SCHOOLHOUSE *
HISTORICAL PERSPECTIVE
by Charles William Brubaker, FAIA
President, Perkins & Will Architects
1 The One Room School was a home base for education with excursions out through farm and town.
2 Then . . . a major innovation . . . separation of grades into classrooms
3 Before World War I special rooms, as a kindergarten and assembly hall, were added
4 In the 1920s . . . schools were often formal monuments with rows of classrooms along corridors
5 After 1940 Crow Island and other new schools rediscovered humanism
6 Then – new scheduling and groupings, air conditioning, systems design, and team teaching generated the open space school
7 Next – the school may reach out with satellites in the community . . . and we'll have come full circle!
HOME
SCHOOLHOUSE
CHURCH
FARM & FIELDS
FOREST
BUSINESS DISTRICT
HOME
SCHOOL
COMMUNITY
CULTURAL FACILITIES
WORKPLACES

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"extra." In the opinion of many, any addition that did not contribute directly to the attainment of efficiency in the basics was superfluous. The critics, however, lost the battle; and the school became responsible for character education, vocational education, personal development, education for citizenship and a host of other special programs.

In many places, there were adults who believed that their needs had not been met as they had gone through school. There were demands that the schools find some way of making up for past deficiencies. In most cases, the solution of these problems came in the form of adult education classes offered in the evening. These courses usually were expected to be self-supporting.

Throughout all these developments, education was schoolhouse based and was the responsibility of the local school board and the central administrative staff. About the only opportunity for input available to the general community came at the time for choosing the members of local school boards. There was little concern for coordination with other community agencies that also had educational goals, such as the public library. There was little coordination in matters of transportation, recreation, health, community safety, and the like. Schools were on their own; and pride developed in providing school auditoriums, football arenas, and other special facilities on the school site. Communities developed love affairs with their schools, their youth, athletic teams and school bands. In fact, following World War II, meeting the needs of the youth through a local school became the goal of practically all communities. The result was opposition to any form of school consolidation.

In spite of the concern for the specific needs of youth, there were critics who felt that the curriculum had been overcrowded with non-essential courses and that the activities program had received too much emphasis. With the launching of Sputnik and the Soviet Union's apparent lead in space exploration, the critics felt that they had been proven correct. Suddenly there was widespread support for increased attention to subjects relating to science and mathematics. Some of the activities programs were curtailed in favor of emphasis upon those subjects. There appeared to be less attention to individual personal development and more attention to national security. Special institutes in mathematics, science and related areas were organized for teachers. Special funding for programs in these areas from governmental and private sources became commonplace. The result was a proliferation of special programs funded in many cases by special "TITLES." In addition to the new programs, cries for "back to the basics" were again heard.

The national turmoil at the onset of the Vietnam War had a tremendous influence on the educational establishment. The schools had already been burdened by societal problems that were not school-based. The problems of integration had taxed the ingenuity of the schools in resolving the issues. Other issues stemming from developments in the areas of personal and civil rights resulted in school disruption. School busing resulted in some disaffection upon the part of both black and white citizens. As a part of the effort to seek solutions, subsidies of various sorts were made available to schools. In many instances, the school's central administrative staff added people with special competencies for project writing. Unfortunately, the expertise to make

appropriate use of these additional funds was not always present in the administration of the schools.

As the schools attempted to come to grips with problems that arose from societal issues, new and more cumbersome bureaucratic patterns developed. Many persons within the communities began to question and resent the high cost of education. Schools became increasingly responsible for complex transportation systems and the provision of food programs. The courts rendered

> *"In far too many areas, the school system became increasingly inflexible and more responsive to internal controls than to external or community desires."*

many decisions that indicated that the *in loco parentis* concept was no longer completely tenable. School discipline became both a local and national concern, and still remains as a leading issue. School systems attempted to solve some of these problems by relying upon needs assessments and computer data. In far too many areas, the school system became increasingly inflexible and more responsive to internal controls than to external or community desires. In short, schooling tended to become institutionalized, bureaucratic and closed.

Within the last decade or two there have been some developments within society that have affected the administration of the schools. Business and industry have become more concerned with programming, budgeting, cost control, and production. This increasing concern for accountability in business and industry has, quite naturally, affected other areas of society as well, including the schools. The response of the schools to increased scrutiny and demands for accountability has been to seek objective measurements and to divide responsibility. Again, this situation creates an internal focus; school administrators in many cases are led to choose courses of action and make programatic decisions on bases other than their contribution to student growth and development.

The youth revolution of the sixties brought the spotlight to bear upon the schools. Disruption of the school day became a major concern in most areas of the nation. The schools that had once been built partly as a result of a community's pride in its system were subjected to vandalism, defacement and misuse. In many areas, community leadership became concerned with the apparent failure of the schools to achieve their mission. Furthermore, they believed that school buildings and school campuses should have more than short-term usage. There was also some movement to solicit citizen cooperation and participation in the solution of educational problems. For example, many states have mandated that every school district have a community advisory group. The legislative intent is to provide a process for direct community input into the operation of the schools.

> *"Educators cannot remain aloof from the mainstream of life within the community."*

For those who embrace the community education philosophy, it has become increasingly evident that the earlier belief that all necessary education could

take place in the schoolhouse was in error. It has become apparent, also, that educators cannot remain aloof from the mainstream of life within the community. Education is a partnership venture in which business, industry, non-school community agencies, and the home should participate. Only when this partnership becomes a reality will the real potential for achieving our educational goals have been established. This partnership will, in effect, create a new foundation for establishing educational opportunities for all citizens regardless of age, culture, or schooling.

Societal Perspective

To attempt to treat fully the developing societal trends and patterns in this brief publication would be inappropriate. However, a discussion of certain trends and patterns will clarify the need for expanded application of the community education concept.

Even the most casual observer of the national scene today would agree that this nation is setting the pace in the Western World in ways that are as dysfunctional as they are functional. The tendency toward bigness accompanied by bureaucratic control is one area in need of critical appraisal. Often centralization is automatically regarded as a benefit; but it is not necessarily appropriate in all situations. In addition to providing another level of bureaucracy to deal with, centralization, by its very nature, limits responsiveness to local needs and utilization of local input. One suggested solution is that only those areas that lend themselves to close accountability be centralized. In the school situation, for example, there would be advantages in centralized purchasing; there would be disadvantages in centralizing the decision-making process in the area of curriculum, which should be tailored to meet the needs of the local situation.

In many cases, bureaucratic regulations close out the very persons who are the intended recipients of program benefits. For example, one school district arranged funding for hiring crossing guards through a governmental employment program. Program regulations required that those hired for the position meet the following criteria: have an income under $5000 a year, have been unemployed for fifteen weeks, and have a high school diploma. Requirements such as these needlessly eliminated many persons who could have benefitted from the program; the positions were almost impossible to fill. Consequently, in this school district principals and counselors were serving double duty as crossing guards. This is only one of many possible examples of instances in which bureaucratic regulations and controls work at cross purposes and hamper program effectiveness.

Unnecessary duplication of effort in the public sector is another matter of general concern. Unnecessary is the key concept in this notion; there is nothing inherently wrong in duplicated services. It is unnecessary, uncoordinated, wasteful duplication that is the problem. This problem is rooted in a number of diverse causes, such as:

- petty rivalry among agencies,
- blind adherence to tradition,
- mindless growth,
- empire building,
- narrow vision,
- personal and professional jealousies,
- poor communication,
- reward systems that encouraged selfism rather than pluralism,
- poor accounting systems, and
- misuse of power.

It is entirely possible that some programs and agencies have thrived because they have not been properly supervised to eliminate duplication. Many of the causes listed above may temporarily provide individuals or their respective programs with rewards and recognition. However, such practices are not a prescription for a healthy society. In the long run, the general public will demand a decrease in unnecessary duplication and increased accountability in terms of expenditures and results.

A number of other trends in our society have combined to eliminate a sense of community. Among them are: urbanization and suburbanization, the new morality, the now mobility, shifting population trends, the breakdown of family

> *"This missing sense of community is prehaps the most devastating of the emerging societal patterns, and it is a cause for deep concern among educators and sociologists."*

life, affluence, and disappearing social institutions. This missing sense of community is perhaps the most devastating of the emerging societal patterns, and it is a cause for deep concern among educators and sociologists.

Societies and civilizations that have prospered and survived have been served by institutions that have acted as societal cement. These institutions have been open both physically and psychologically to the needs of the people within the community. In short, they have served as meeting places where people could share not only their successes but also their problems. Boards of education and administrators, in all too many instances, have failed to see their local schools as providing the societal cement for their communities.

"The entire community and all the resources found within it comprise the new foundation upon which an effective educational program can be built."

Part II

Agency Perspectives:

Summaries of Reports to the U.S.O.E.

Role of the National Advisory Council

The United States Office of Education Community Education Advisory Council exemplifies the importance of citizen involvement in community education. the Council has set a high standard in its efforts to expand the awareness of community education within a wide range of groups and agencies throughout the country. Recognizing the importance of linkages and networking among these various groups, the National Advisory Council saw that effective change must begin with communication among all of the actors in the total community education process.

As a part of their leadership in the development of networks and linkages, the National Advisory Council awarded a series of small contracts to some of the key groups and agencies in the community education effort. The Advisory Council's objective in awarding the contracts was to explore the relationship of each individual contracter's goals and objectives with the holistic approach of the community education concept. The various groups and agencies were asked to present their individual perceptions of their part in community education, a total strategy which views the entire community and all the organizations and institutions within it as the true educator. No precise definition of community education was given to the grantees; rather, they were provided with a process definition based on the minimum elements that constitute a backdrop for the federal guidelines.

The threads that spin out these individual studies form the nucleus of this report. Starting from the various individual concerns and areas of expertise, the threads suggest a tapestry; a review of all the reports submitted indicates that the networking of ideas into a global strategy makes sense in terms of establishing a new foundation and that the basic raw materials for weaving the fabric are presently in existence in our society.

Of even deeper interest is the apparent enthusiasm, at least on the part of these responsible for preparing the reports, for moving toward a higher level of interagency cooperation and mobilization.

Community Education and State Educational Agencies: An Assessment of Existing and Future Roles

Investigator: The Council of Chief State School Officers

Although the community education concept and community schools have existed for many years, only since the passage of the Federal Community School Act in 1974 have state educational agencies (SEA's) displayed significant interest in community education.

This study examines the following questions:

- Which components of a given community education definition are considered most essential by chief state school officers?
- What are the chief state school officers' perceptions of the SEA's current role in community education?
- What are the desires of the chief state school officers for future SEA involvement in community education?

The chief state school officers were also asked for suggestions for the implementation of their recommendations. Questionnaires were sent to all fifty states and the six U.S. Territories. Fifty-one useable questionnaires were returned.

Table I presents the most essential elements of community education as perceived by chief state school officers based on a given definition of community education. For the purpose of the study, community education was defined in terms of the minimum elements of a community school, as adapted from the Community School Act of 1974. The Act's elements, as adapted by John Warden (1976)[1] are as follows:

1. SCHOOL INVOLVEMENT • The program must provide for the direct and substantial involvement of a public elementary or secondary school in the administration and operation of the program.

[1]Warden, John W., *What Others Say About Community Schools*, Charlottesville, Virginia: Mid Atlantic Center for Community Education, University of Virginia, 1976.

2. COMMUNITY SERVED • The program must serve an identified community which is at least coextensive with the school attendance area for the regular instructional program of the school; except where special circumstances warrant the identification of a smaller community.
3. PUBLIC FACILITY AS A COMMUNITY CENTER • Program services to the community must be sufficiently concentrated and comprehensive in a specific public facility, including, but not limited to, a public elementary or secondary school, a public community or junior college, or a community recreation or park center, in terms of scope and nature of program services.
4. SCOPE OF ACTIVITIES AND SERVICES • The program must extend the program activities and services offered by, and uses made of, the public facility in terms of the scope and nature of program services, the target population served, and the hours of service.
5. COMMUNITY NEEDS • The program must include systematic and effective procedures for identifying and documenting on a continuing basis the needs, interests, and concerns of the community served with respect to Community Education activities and services, and for responding to such needs, interests, and concerns.
6. COMMUNITY RESOURCES AND INTERAGENCY COOPERATIVE ARRANGEMENTS • The program must provide for the identification and utilization to the fullest extent possible of educational, cultural, recreational, and other existing and planned resources located outside of the school.
7. PROGRAM CLIENTS • The program must be designed to serve all age groups in the community.
8. COMMUNITY PARTICIPATION • The program must provide for the active and continuous involvement, on an advisory basis, of institutions, groups, and individuals in the planning and carrying out of the program, including involvements in the assessment of community needs and resources and program evaluation.

As can be seen from Table I, a rather clear pattern emerged regarding the chief state school officers' perceptions of the most essential elements of community education. The four elements ranked highest by them indicated that they perceive the most essential elements of community education to include: (1) a process through which community resources were matched with community needs; (2) use of schools as community centers; (3) cooperative programming with other agencies; and (4) citizen planning groups. The second cluster of elements centered on community education's involvement of citizens in identifying and assessing community needs. In addition, community usage of school facilities was again listed. This could be perceived as supportive of the element in the first cluster for use of schools as community centers.

"The most essential element of community education, according to the chief state school officers, is a process for matching community resources with community needs."

TABLE I

RANK ORDER OF MOST ESSENTIAL ELEMENTS OF COMMUNITY EDUCATION, BY FREQUNCY OF SELECTION, AS PERCEIVED BY CHIEF STATE SCHOOL OFFICERS

Rank Order	Frequency of Selection	Community Education Elements
1	26	A process for matching community resources with community needs.
2	25	Sponsorship of cooperative programs with other agencies (e.g., parks and recreation department.)
3	24	Using schools as community centers.
4	21	Community advisory councils for planning community education programs.
5	12	Community usage of gyms, libraries, auditoriums, etc.
5	12	Community advisory councils assessing communiuty needs.
6	9	A means for identifying general community needs (i.e., pollution, drugs, etc.)
7	7	A process of assessing attitudes of citizens about their schools.
7	7	A system for identifying citizens who could serve as educational resources.
7	7	A referral service for individuals with needs to appropriate agencies.
7	7	Community advisory councils helping to conduct community education programs.
7	7	Using community locations (e.g., libraries, parks, etc.) as extensions of school.
8	6	Programs for adult illiterates.
8	6	Programs to meet adult needs for leisure skills.
8	6	Community advisory councils evaluating community education programs.
9	5	Programs for pre-schoolers.
10	4	programs for senior citizens.
11	2	Programs for and with business and industry.
11	2	Extended use of school playgrounds.
11	2	School facilities available to all ages during summer months.

In the third cluster there were five elements. Of these, three related to citizen involvement, one to providing referral services to citizens, and one to the use of public facilities as an extension of the school. Two of the three elements relating to citizen involvement were concerned with different aspects of interaction between the community and the school for planning and programming assistance.

The fourth cluster to emerge included those elements most related to programming. however, it included one element related to the potential function of community councils in the evaluation of community education programs. Another interpretation was that if those elements ranked highest were functioning effectively, then programs would be developed according to local needs.

The fifth and lowest cluster that emerged consisted of three elements, two of which were related to facility use and one related to programming with the industrial sector. The most noteworthy aspect of this cluster was, perhaps, the presence of the last element listed above. On the surface it may have appeared to be inconsistent with previous rankings in which cooperative relationships dominated the first cluster. However, a number of factors related to the definitions and philosophies of those institutions found in "business and industry" may have been considered by the chief state school officers to be a lesser mission of public schools.

When questioned regarding current roles of state educational agencies in community education development, the chief state school officers responded by giving highest priority to services rendered directly to local educational agencies (LEA). These included efforts such as technical assistance, generalized consulting, promotion of community education through distribution of materials, and conducting workshops for staff and/or community councils at the LEA level. The other highly ranked role currently played by state departments of education, as perceived by the chief state school officers, was encouraging the SEA staff to plan cooperatively with other state agencies.

The second cluster of roles that emerged from the rank ordering, as a function of the content of the roles, was related to operations at the state level. Included were the establishment of statewide community education goals, a statewide community education advisory council and the distribution of materials on community education to other state agencies.

Legislative and regulatory matters comprised the next cluster that emerged as a function of current SEA roles. The conducting of workshops for state legislators, LEA board members, SEA board members, and liberalized regulations for the involvement of lay citizens in educational programs were reported as relatively important current roles, but not as important as those in the first and second clusters. Direct operation of state-managed community schools stood alone as the role least played by SEA's regarding community education development. This, almost certainly, was the result of the practice of SEA's to refrain from direct operation of primary and secondary public schools.

The study also solicited the responses of the chief state school officers in terms of their perception of future roles for state educational agencies. The

highest priority was again given to providing technical assistance. The second cluster consisted of such considerations as the establishment of state-wide community advisory councils and goals; cooperative planning with other state agencies; and funding of a community education position at the SEA level. Those roles in the third cluster were related to general consulting and conducting workshops for local staff and/or community councils. The lowest ranking was given to the operation of community schools. This does not appear to be a role that the chief state school officers desired to have the SEA's involved in for the future, an understandable position in view of the fact that very few schools are operated directly by state educational agencies.

The most essential element of community education, according to the chief state school officers, is a process for matching community resources with community needs. Other essential elements of community education that were ranked highly were those focusing on cooperative relationships between agencies and the use of schools as community centers. When these data are considered in light of the open-ended responses, it was concluded that the chief state school officers defined community education as a process for solving problems through interaction between citizens, schools, and other agencies.

When perceptions of current roles were observed in light of projected future roles, the changes were not significant. The role currently ranked first continued to be ranked first in the future; and although there were some changes in the other rankings, they were not significant. Clearly, the chief state school officers were indicating that they defined community education now and in the future to be a process of community participation.

The report concludes with the observation that it appears that the chief state school officers generally viewed community education as much more than a collection of extended day programs. In addition, there appeared to be an implicit understanding of community education as a working philosophy for the state educational agency in general, and not merely as an additional division or bureau. This is not to imply that there was agreement that community education should or could become a dominant administrative structure under which a variety of other programs would be coordinated. One chief state school officer held that, instead, community education should become a "facilitating partner and team member of other existing efforts, at the state level, the regional level, and the community level." This view seems to be consistent with the tendency to perceive community education at both the state and local levels as a process promoting cooperation between a broad range of state and local agencies in concert with citizens.

Community Education: The Role of the State Board of Education

Investigator: The National Association of State Boards of Education

In the summer of 1976, the National Association of State Boards of Education undertook a study to analyze the role of the state boards of education in the emerging concept of community education. The study was given its central focus at the Fourteenth National Association of State Boards of Education Convention in Minneapolis, Minnesota, in the fall of 1976. At that meeting the voting delegates established community education as one of NASBE's priorities. The resolution was followed by a study designed to gather and analyze existing state board of education policies on community education. In addition, a series of regional meetings on the subject took place in the spring of 1977.

The NASBE study concluded that state boards could provide leadership in community education by:

- providing clear definitions;
- encouraging inter-agency cooperation;
- encouraging state education agencies to provide technical assistance to local educational agencies (LEA's);
- encouraging LEA's to establish local community education councils or advisory committees.

The study found few conflicts among state board members in acceptance of the community school philosophy. There was considerable discussion, however, on how high a priority adoption of the community education concept should be given in comparison with other pressing educational needs. AS NASBE members considered solutions to such issues as vandalism, parental apathy, reduced financial resources and the mobilization of other public and private educational opportunities, the community education concept emerged as a very high priority, since it contains possible solutions to so many of the problems plaguing the schools.

The data gathered in the January 1977 survey provide the following overview of state board of education practices in community education:

- *Eight state boards have adopted resolutions* in support of community education (Alabama, Georgia, Maryland, Montana, Pennsylvania, South Carolina, South Dakota and West Virginia). The state board in one state (Kentucky) has proposed a resolution.

- *Seven state boards have adopted position papers* (Alaska, Arizona, Michigan, Nevada, South Dakota, Texas and Utah). Position papers have been proposed in Montana and Nebraska.
- *Three state boards have approved policies, guidelines and standards* regarding community education (Michigan, Utah and West Virginia). State board policies/guidelines/standards are incorporated into the state plans in several other states.
- *Seven states have a state plan* on community education (Colorado, Louisiana, Minnesota, Nevada, Tennessee, Texas and West Virginia). State plans have been proposed in Oregon and Wisconsin.
- *Six states have legislation* regarding community education (Alaska, Arizona, Florida, Massachusetts, Minnesota and South Carolina). The Joint Legislature in one state (South Dakota) has passed a resolution in support of the concept. A citizens' initiative calling for legislative support of community education has been circulated in one state (Oregon).
- *Five states have formulated rules and regulations* which relate to community education (Alaska, Hawaii, Indiana, Michigan and Minnesota). Arizona and California have proposed rules and regulations.

The results of the NASBE survey reveal the following trends regarding community education at the state level:

- State education agencies (SEA's) are becoming more involved in community education programs, establishing state offices and positions.
- Community education advisory councils are being established in increasing numbers.

The report cites the Utah State Board's "Statement of Philosophy" as an excellent example of a current definition of community education that sets the stage for the development of the state board's guidelines and standards for community education. They define community education as:

> . . . A process by which the people in a community are engaged in determining the role the schools shall play in solving individual and community problems. Community education serves the entire community by providing opportunities to meet the educational needs of its members. It uses the local schools as community centers and catalysts for bringing community resources to bear on community problems in an effort to develop a sense of community, improve community living and develop a community process toward the end of self-actualization.

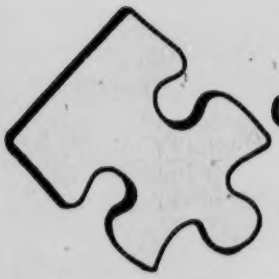
Michigan was one of the seven states that had developed a state position paper at the time of the NASBE study. In addressing the relationship between community education and community schools, the Michigan State Board concluded: "No single institution has the capability of delivering 'community education'; however, the concept assumes the community school as being the catalytic agent to bring about community education."

The notion of cooperation among various community agencies as a fundamental component of a community education effort was endorsed in most of the state board position papers. Reference is made in the Texas State Board position statement to the community school as a "multipurpose" neighborhood center. In a statement on constraints to a workable community education program, the Arizona position paper states that if community and education agencies cannot work together effectively, there may be duplication of programs and services, competition between agencies for resources and patrons, and increased expenses to the citizenry.

At the NASBE regional meetings in the Spring of 1977, participants were assembled into small discussion groups after being given a report on the results of the community education survey. Their task was to reach some consensus on the proper role of the state board in community education. Three recurrent themes were reported out of the discussion groups:

1. The state board should assume a leadership role with respect to community education in the states.
2. The state board has a responsibility for and should assume leadership in educating the public as to what community education is and its efficacy as a community-wide endeavor. Encouraging involvement by and cooperation among a community's business leaders, parents, citizens' groups and the like is a crucial state board role.
3. Community education calls for cooperative efforts by a variety of community agencies, including educational agencies.

The NASBE report visualizes increasing recognition by the states that they have a responsibility for providing education to all of a state's citizens and not only its K-12 students, and a corresponding increase in the number of programs and services that fall under the general heading of community education.



Community Education and the School Administrator

Investigator: The American Association of School Administrators (AASA)

The American Association of School Administrators' report to the Community Education Advisory Council includes comments from practitioners in the field and a review of the current literature in the field. Early in the report, Carol B. Epstein, project writer of the AASA, makes the following observations: "Today, the traditional educational structure rests on a shaky foundation, eroded by the public's loss of faith in its institutions. Instead of trying to shore up the foundation, community educators seek to change it." The report attempts to delve into the what, why, who, when, where and how of community education. A brief review of some of the salient points of the report follows.

What is community education?

Community education is a philosophy based on the concepts that education is for everyone, that education goes on at all times, that education happens everywhere. It is a process by which community members, through direct participation in a representative body, identify the needs and problems of the community and determine ways of meeting them with programs and services delivered through cooperative efforts of community groups (agencies, organization, institutions), using all the resources available in the community.

Why have community education?

Community education can be a factor in restoring public confidence in the schools. It is a way of rebuilding the schools constituency in a time of declining enrollment by directly serving the entire community. Community involvement, which is essential to community education, can result in more effective schools for both the traditional users of the schools and the expanded community of participants.

Who is involved in community education?

The school administrator, among many others. As the name implies, community education involves everyone — superintendent; school board;

principals and other administrators; teachers; supporting staff; community agencies, public and private; community organizations, from the PTA to those not directly involved in the schools; and individuals acting alone and with others.

When should community education begin?

Now! But for community education to be effective, it cannot be injected into a community overnight. When the school superintendent takes the leadership role, community education starts as a policy, moves into programming, and evolves into a process.

Where do we need community education?

In all communities. But what is a community? One of the first steps is to define *community* as it exists — or perhaps as it should exist.

How can community education be implemented?

There is no single prototype. Each community is different. Even within a single school district, community education may work differently in different areas. Specific steps, however, are recommended for establishing community education on a sound basis, no matter what structures and arrangements emerge in any particular community.

An important step in the implementation of the community education concept is the creation of an open system. Community education reaffirms the centrality of education by holding that there is an inextricable relationship between education (the schools) and the well-being of the community. Revis Hall, superintendent of the Jefferson County (Alabama) Public Schools, says, "Unless you have an open system, you spend too much time keeping the walls from closing in. When you start community education, you must be ready to open up on an osmotic basis, because the system of community education will break down the closures."

In 1974, the Commission on Community Education of the American Association of School Administrators identified eight components that should be part of community education:

— Humanization
— Individualization
— Community participation in planning and decision making
— Open school concept
— Cradle-to-grave education
— People-serving functions
— Coordinated cultural/educational/recreational/social services
— Increased options.

The striking agreement between the AASA components and the federal regulations for implementing the 1974 Community School Act is best evidenced by reviewing the minimum elements for funding authorization under Public Law 93-380 for Community Education. The elements are listed in this publication on pages 19-20.

Agreement on these basic components or elements has been widespread. However, there have been some variations on the same theme. Many take issue, for example, with AASA's requirement of an open facility for a community education center. In fact, many districts have used older, traditionally designed buildings imaginatively and successfully for community education centers. Others would argue against the federal requirement that the school be substantially involved in administering the program. These are the proponents of "community based" — rather than "school-based" — community education. Granted that the schools do not have a monopoly on educational services in any community, it nevertheless seems illogical that they not play a major role in implementing a concept fundamentally educational in its aims.

The report cites a 1977 publication of the Canadian Education Association, which lists six activities identified by school officials throughout Canada as most important for community schools:

— the involvement of citizens in school affairs
— the use of school *and* community facilities
— providing services to people in more ways than regular schooling
— structuring programs that are relevant to the entire community
— providing basic education and high school completion programs for adults
— providing and promoting democracy in a community

It is important to note that these are community school goals, not community education goals; but with that qualification, the similarity throughout the two countries is striking.

The AASA report is a *tour de force* in testimonials for the community education concept, as the following excerpts indicate.

On Declining K-12 Enrollment:

— In Roseville, Minnesota, there are 15,800 households, but only 5,700 — thirty-one percent — have at least one child in elementary or secondary school. James Klassen, administrator of community school services there, says, "We ought to be spending some money on the other two-thirds of the community, because 100 percent of the households are paying taxes."

— James Cramer, director of community education in nearby St. Louis Park, predicts that by 1979 only twenty percent of the residents will have school-age children.

— Hollis Hyde, director of community education in Jefferson County, Alabama, says, "Only one-fourth of the people here have children in school. This is a public educational system, so we had better start dealing with the public." And so it goes throughout the country, where the national figure is about twenty-five percent of families with children in school today.

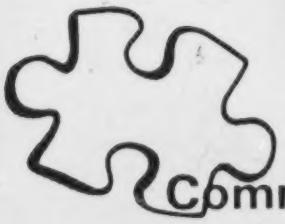
On Making Full Use of Facilities

— Sometimes a community is like Duval County, Florida — resource rich but organizationally poor in that facilities are duplicated and all are underused. According to its community education director, one school there needs three agencies to cut the grass. The school board is responsible for the school grounds, the park and recreation department for the playground, and the municipal government for the right of way. The esthetic question of why the grass is always three different heights is overshadowed by the practical question of who can still afford to do things this way.

— "The potential benefits of cooperation are becoming clearer to those who have never wanted it. It's called survival," says a planner in Cleveland.

— According to one superintendent, "Community education is scratching an itch. Charleston County has absolute fragmentation of public services. There is no metropolitan government, just a lot of little municipalities with their own police and fire protection. Public education is the only consolidated service in the county. Community education meets a severe need."

This report is not based on research; but is a review of the literature in community education, combined with the insights of many school administrators who wholeheartedly support the community education concept. The report appears not to reflect the consensus of superintendents; rather it presents the views of those superintendents who support community education.



Community Education in Community and Junior Colleges

Investigator: The American Association of Community And Junior Colleges (AACJC)

Edmund J. Gleazer, Executive Director of the American Association of Community and Junior Colleges made the following observation in an introduction to the report:

> "One of the timely initiatives called for is the establishment of working relationships with other community-based education and training institutions. There are at least three compelling reasons for greater effort in forging these connections. There may be economies possible. Learning opportunities are opened up beyond the classroom itself. A coalition of effort in interpreting the high social value of lifelong education will be much more effective than the individual and perhaps self-serving activities of any single kind of educational institution. Educational institutions need to do more than simply respond. In a service-oriented enterprise not only are needs responded to, possibilities are presented.

The AACJC report is divided into four sections. The report begins by establishing the community education thrust of community and junior colleges and presenting a history of AACJC and its Center for Community Education. The second section provides an overview of community education. The last two sections of the report are case studies of Clackamas College in Oregon and Miami Dade Community College in Florida.

A sense of community awareness prevails in the 1970's as it has, perhaps, at few times in the history of the community college movement. At the 1976 annual meeting, the American Association of Community and Junior Colleges adopted a resolution which included this paragraph:

> Community colleges are not institutions for the young only. They are community resource centers to be used throughout every citizen's lifetime. They should be assessed in terms of responsiveness to community needs and the number of persons served. Services offered must be as broad as community and human needs.

Two years earlier another resolution was adopted which reads in part:

> Community education is an endeavor that deserves the best efforts of publicly-supported community colleges, independent junior colleges, community schools, and other institutions and agencies. These endeavors should be made cooperatively whenever possible so that citizens will receive services that are well planned and efficiently organized . . . .

The educational services that are offered should also take into account an assessment of the educational resources that are available to offer the needed services, which institutions or agencies are best prepared to offer and organize the services, and how they can best be coordinated when more than one organization is to participate. The thoughts expressed in these resolutions are reflective of the evolving role of the community college in meeting the diverse needs of an ever-growing segment of the community.

The Association's national program has long reflected a deep commitment to expansion and refinement of the community service/community education function. AACJC sought to stimulate increased cooperation with the community school movement. Recognition of the need was verbalized in an article that appeared in the April 1975 issue of the *Community and Junior College Journal.*

> Concurrent with the development of the locally controlled, locally sponsored, publicly supported two-year colleges has been the concept of community education . . . It would appear from rather extensive literature of community development, coupled with that of the community/junior colleges, as well as the evolving literature on community education, that there should be much greater cooperation between these two relatively similar institutions, namely the community/junior college and the community agency representing the community school.

A Center for Community Education was established at AACJC in October 1975, with support from the Charles Stewart Mott Foundation. Its primary functions are to develop an increased awareness and understanding of community education among the community and junior colleges of the country and to facilitate closer working relationships among two-year colleges, community schools and other groups in the community education field.

The AACJC's commitment to community education is reflected in the presence of this Center and also in a review of its Board of Directors' resolutions on the topic:

> We see community education as an institutional commitment to assess community educational needs, to structure responsive community educational services, and to measure and report to the community the outcomes of such services.

The assessments must take into account the needs of all citizens in regard to places of residence, income, educational level, race, sex or other such factors.

The measuring and reporting of outcomes is important and it is in tune with the rights of the consumer and our tradition of public accountability by those who are to serve the public interest.

We applaud those community colleges, community schools, and agencies that have worked out effective partnership relations in their communities. The emerging model of community schools developing contractual arrangements with community service programs of community colleges is especially attractive to us. We feel it is a means by which both kinds of programs can serve their community well.

Community colleges approach community education with special attention to post-secondary needs; that is, in regard to age level, not grade level. This indicates a close working partnership with community schools is especially desirable to avoid unneeded duplication of effort. In every program plan there should be careful consultation between all concerned parties that the educational agency best prepared to do the job should receive the assignment and treat it as a stewardship with information on progress continually shared.

These are not just institutional arrangements. They are arrangements which have to be facilitated by the framework of public policy within which the institutions operate. Thus, policy-making bodies and funding sources must become a part of the planning to be sure that such cooperative arrangements are facilitated and not frustrated. This should be possible if it is effectively demonstrated that the institutions involved are working together for the public interest. And it is our firm belief that the public interest has been and will be well served by effective community education programs which serve all citizens.

The overview of community education contained in the report emphasizes addressing community needs. There is also a strong appeal for cooperation and coordination and a call for a community-based foundation.

Clackamas College, sixteen miles from Portland, Oregon, is the subject of the first case study in the report. Clackamas College has developed a cooperative agreement with the local school district which provides for mutual sharing of resources for a comprehensive community education process. The following are examples of the provisions of the agreement:

- The college helps finance the community school program by paying up to one-half of the salaries of the community school directors. This arrangement has virtually eliminated any need for the college to pay rent in the school buildings; and it permits the community school directors, as part-time employees, to feel closer to the college.
- The college helps out with printing costs, as well as scheduling of classes, recruiting of teachers, and overall supervision of activities.
- The college helps train community school directors and others involved in the program.
- Meetings between the community school personnel and the Clackamas director of community education are held regularly on an informal basis. This facilitates communication between the college and the schools and among all the people involved in the community education program.
- The Clackamas director of community education works with the local advisory groups of each community school on a consulting basis . . .

Clackamas sees the agreement as paying valuable dividends. College/Community involvement and greater educational opportunities are made available to citizens of all ages. By offering the citizens the opportunity for more involvement, the college, through its cooperative program, avoids duplicating many services and activities. Through community school agreements, the college does not pay rent, and the school districts have much greater use of their own facilities because of the resources the college provides.

The second study reports on the Institute for Urban Community Education at Miami-Dade Community College. The institution, funded by a grant from the United States Office of Education, is located in an urban, multi-ethnic setting. The primary mission of the Institute is to empower the people in the area, making it self-sufficient. Institute personnel embarked upon this pursuit with a two-part plan. The first phase involved the establishment of a series of Citizen Training Workshops. Phase two of the plan called for the development of action plans by the citizen graduates of training workshops.

The following issues highlighted the training program:

- understanding the philosophy of citizen participation in community education;
- evaluating community problems and possible solutions with special emphasis on multi-ethnic characteristics;
- teaching and applying skills to solve problems (including writing funding proposals, utilizing the media, surveying community needs);
- shaping goals, setting timetables, and resolving conflicts;
- analyzing the community decision-making process and
- learning cross-cultural differences in languages, biases, and customs.

The report provides examples of the results of the training programs. They include further community assessments and a new endorsement and vision on the part of citizens who participated in the program. The program's basic goal of

helping people to solve their own community problems was in process as the report was submitted.

The AACJC commitment to the community education philosophy is best summarized by its Executive Director's comment:

> "This is time for renewal:
> Knowing that What we do is worthy,
> What we do is needed,
> What we do is creative,
> and What we now do is less than we shall do!"
> — Edmund J. Gleazer

Community Education: A Guide for the Hearing Impaired Community

Investigator: The Office of Community Education Development, Gallaudet College

The costs of providing education have increased considerably in recent years. In addition to providing for the traditional education program, there has been a national interest in providing education for those who for many years were denied the benefits of a public education program. Every state now has some kind of mandatory education for handicapped children.

In preparing a *Guide for the Hearing-Impaired Community,* the authors refer to the extra costs for providing education for handicapped children. They have determined that:

- The cost per capita for handicaped students will be more than that for non-handicapped students;
- An increasing number of multiply-handicapped students will require a greater variety of services;
- Multidisciplinary teams will be utilized for the evaluation and prescription of individualized programming;
- The addition of preschoolers and young adults will have cost implications;
- Added support services will be required for least restrictive alternatives; and
- In order to assure quality programming, new and expensive accountability systems will be needed.

As a background for their report, the authors provide a brief history of the education of the hearing impaired in this country. The father of the education for the deaf movement in the United States is generally acknowleged to be Thomas Hopkins Galludet. After spending a year in France studying the art of teaching hearing impaired students, Gaullaudet opened the first permanent school for the deaf in Hartford, Connecticut, in 1817.

By the beginning of the twentieth century, fifty-seven public residential schools for the deaf had been established. In addition, many day school programs were in existence. Several of the schools were established as private institutions, but were generally classified as public because much of the financial support, particularly the operating expenses, came from the state.

The concept of community education provides an excellent framework for the development of programs for the handicapped. In an institution devoted to providing opportunities for hearing impaired persons, both the hearing impaired and normal hearing persons can act as recipients and providers of services as well as participate in the making of decisions that affect the services. Likewise, community education encourages greater school participation with other agencies in the community.

In the past, however, there have been many obstacles to overcome in making handicapped programs a definite part of community education. Education for the handicapped always has seemed separate from the mainstream of family, school, and community. Schools, even those for handicapped, have had strict prohibitions against the use of buildings for purposes other than that for which they were constructed. The lack of public awareness of the needs of the handicapped has been another obstacle. However, the present emphasis on handicapped and community education may reduce the obstacles.

It appears that real progress may be possible if some of the following suggestions are utilized:

- Local schools could be utilized for rehabilitation centers. Present vocational programs could be utilized with little or no change.
- Volunteer programs could be developed.
- Regularly organized recreational activities could be made available.
- Coordinated community education programs could develop outdoor programs and camping for handicapped children.

Four community education models serving hearing impaired persons are suggested as making an impact upon barriers which have existed in the past. They are:

- The state-wide urban school model
- The state-wide rural school model
- The city school model
- The regional school model.

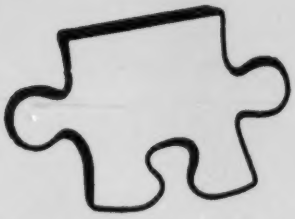
Several examples tend to fall within these listings. The California School for the Deaf at Berkeley is regionalized and serves the deaf population of a large metropolitan area. The Arizona State School for the Deaf and Blind is a state-supported residential school which provides a comprehensive program from preschool through high school. The School for the Deaf and Blind in Florida is a statewide model and has a strong community education program. The Atlanta Area Day School for the Deaf is an example of a day school serving a large residential area with an excellent program in community education.

It is possible for community education programs to provide for the needs of hearing impaired students. The whole process would include needs assessment, funding, organization of an advisory council, leadership development in community education, informing the public, locating support

services, arranging for facilities, program development, and interagency cooperation. Basic among these are a competent needs assessment and an effective advisory council.

Once there is an accurate assessment of needs and community leadership has been organized, the most important challenge is to secure adequate funding. The community education director should be able to assist in identifying and securing both public and private funds, as well as enlisting the support of business and industry. Among the reliable sources to be contacted for further assistance are: The U.S. Office of Education, the Center for Continuing Education at Gallaudet College, state agencies, local educational agencies, and the National Clearinghouse.

Most communities throughout the United States have the ingredients necessary to organize and implement programs for the hearing impaired. Enthusiastic leadership on the part of lay citizens and the utilization of the technical competence of community education specialists are the keys to developing support at the local level. The result is the creation of a better sense of community.



Involving Older People in Community Schools

Investigator: The National Council on Aging, Inc.

The response of the deaf community to community education has just been reviewed. Their overwhelming support of the community education concept is a surprise only to those who have not studied the history and progress of deaf education in America. Similarly, this report on the involvement of older Americans in community schools should not come as a shock to those who have witnessed the "gray revolution."

In the introduction to the report, the underlying premise of community education, and more particularly the Community Schools Act (PL 93-380 Section 405) is established: that the school should be more directly involved in the affairs of the communities and that all citizens in the community should have the opportunity to participate in the planning and use of educational services and facilities to meet identified needs for community action of various kinds.

Recognizing the wealth of talent, skills and energy possessed by the elderly of this nation and the universal desire of older persons to play an active and meaningful role in their community, the Administration on Aging, the Community Education Program/U.S. Office of Education, and the Older Americans Volunteer Programs/Action have agreed to cooperatively strive to expand opportunities for older persons to serve children in the school setting, as well as more effectively use community school resources for providing needed social services to older persons.

Essentially, the report establishes the affinity of the National Council on Aging with the community education movement, gives current data on older Americans and their needs, explores the capacities and potentials of older people to serve others, and highlights fifteen exemplary programs for the aging.

Today there are 31 million Americans who are 60 years or older. This represents 14.7 percent of all Americans — the largest single minority in the country. By 1980, the total U.S. population will have tripled since 1900, while at the same time those 65 or older will have increased eight times. Of those who have retired, 4.4 million did not retire by choice; of those retired and unemployed, 3 million would return to their old jobs.

There are, sadly, millions of older Americans who lead lives of poverty and deprivation. Inadequate housing, nutrition, and health care are problems which afflict the aged out of all proportion to their numbers. Old age has its problems, but the widely distorted image of old age may be its biggest problem.

The next 25 years may see some basic changes in the positions of older people in America. Like blacks and women before them, old people are emerging as a group with specific grievances and specific ways of coming to terms with them. There has always been "help for the aged" in one form or another, but self-help for the old people is a new and growing trend.

The facts are on the side of the aging. The proportion of Americans over 65 is expected to increase well into the 21st century. The level of education among the aged is rising; more and more women are going back to work after their children are grown; second marriages among old people are on the rise. The old are growing more active and more inter-active.

> *"Like blacks and women before them, old people are emerging as a group with specific grievances and specific ways of coming to terms with them.*

The last section of the report highlights some programs that integrate older people into the community school system. Fifteen exciting ideas are described. Some common elements were found in all fifteen "highlight programs." They suggested the following courses of action:

- Cooperation with other service providers in the area based on knowledge of what they are and are not capable of doing and how the schools and the providers can best interlock activities.
- Assessment of the older community members' perceptions of their needs and their perceptions of what the community school is able to provide.
- Consideration of older persons as a component not separate from other community residents but as viable members of the community, capable of living as well as receiving services.

A "Lunch Program with a Plus" offered by the Evergreen School District in Metamora, Ohio, is one of the model programs described in the report. Since January of 1977, two schools in the rural district have been involving senior citizens in their activities in two important ways: through a multi-service luncheon program and a volunteer program. The Senior Citizens Luncheon Program consists of the provision of several types of services including hot meals, health monitoring, social and intergenerational programming and nutrition education. The lunch program is run on a daily basis, year round. The medical screening, which includes hearing and blood pressure checks, is monthly. Special events such as entertainment, outings and discussions are scheduled throughout the month. Volunteerism is another option provided to the seniors through a Retired Senior Volunteer Program. Efforts are made to involve older volunteers in Evergreen's community school classrooms and in the school community at large.

The Northwestern Ohio Community Action Commission (NCOA) administers both the RSVP program and a Title VII nutrition grant, which enables it to subcontract to the Evergreen Local School District for provision of meals to

seniors at a low per-meal cost. The vans which transport the seniors to the schools for meals were purchased with school district general funds and serve a dual purpose. They carry mentally retarded students to and from classes and are utilized to transport the senior citizens to and from service sites and community school programs during their off-hours. NCOA also donates the service of an outreach worker part-time.

A newsletter describing the upcoming month's activities and listing menus is sent to community members over 60. The newsletter also explains the various services available and encourages participation. Program coordinators have discovered that the participants seem to come for the scheduled activities as much as for the food.

Traditionally, there are many problems encountered in serving a rural population of older people such as is found in Metamora. The close cooperation of community agencies in service provision can eliminate many of those

> *"The expansionist view of problem-solving . . . is essential to community education."*

problems. The other programs highlighted in the National Council on Aging report provide further examples of innovative and effective programming for older adults.

The developers of the report initially sought to categorize the highlighted programs by topic, such as recreation, transportation or volunteerism. This approach proved impossible, however, because nearly all of the program coordinators contacted had found that the services they wished to provide meshed with others; and most found themselves in the midst of a multi-faceted program almost from the outset.

This *single* statement suggests that this is truly a community education report. This realization or the acceptance of this premise, more than any other single concept in this entire publication, exemplifies the expansionist view of problem-solving that is essential to community education.

The Role of Parks, Recreation, and Leisure Services in Community Education

Investigator: The National Recreation and Park Association

The role of leisure service personnel in the community is continually evolving as new concepts of human service emerge. Acting as a catalyst or facilitator, the leisure service professional will continue to significantly influence the delivery of leisure services. Since leisure service is inter-related with the entire field of human service, it is essential to work in concert with those professionals in the fields of health, education, welfare and employment.

With this statement, the National Recreation and Park Association begins its report on the role of parks, recreation and leisure services in community education. The report continues by setting a stage for cooperation and coordination toward common goals. However, the report is also quite clear that the need for specialized goals still exists.

The leisure services director must develop programs in concert with other community services and agencies. However, it must be emphasized that only the leisure service professional is best qualified to provide the leisure service component of any human service delivery system. Any community effort directed towards serving the needs of a community without an effective, professional leisure component will necessarily fall short of its goals. Therefore, it is imperative that a concerted effort be made on a broad front to see the community's problems in relation to one another so that they can be analyzed properly and agreement on agency roles, responsibilities, and community priorities can be established and implemented.

The community education concept is receiving increased attention and emphasis from educators and community members throughout the country. At a time when people are searching for ways and means to become actively involved in meeting their own needs, this new concept has provided a different approach to community decision making.

Both movements, leisure services and community education, have much to gain if a cooperative effort is achieved. Educators and recreation leaders share many goals at the local level. A major objective of both professional groups is to supply the general public with a wide variety of learning experiences beyond the scope of basic classroom education. Additionally, both agents generally recognize that a great deal of public capital is required to construct major

facilities that serve only a minor segment of the community during a limited time frame.

Community school programs and other interagency projects may enable a community to stretch tax dollars, permit more productive use of public buildings and equipment, and provide coordinated community services. Multiple and extended use of facilities and equipment reduces the overall need for capital funds because duplications are reduced. Consolidation of programs and staffing reduces operating costs or permits the servicing of previously unmet needs.

The NRPA report stresses developing the unique role of the leisure service agency and strengthening the fundamental linkage between leisure service agencies and other community school programs; it is based on the premise that by utilizing the total community environment and resources, the community can get the most out of its resources. Included in the report are recommendations, procedural guidelines, and examples of cooperative agreements from communities that have developed innovative community education approaches and effective community school programs.

The term *leisure service agency* is used in this report to describe all those agencies in the community instituted to provide services, facilities and/or programs for the recreational needs of the community's residents, including, but not limited to, local park and recreation departments. *Community education* is defined as a process that forms a partnership among community people, organizations, and agencies to meet a variety of identified individuals, group and community needs through the maximum utilization of local community resources. The *community school* is referred to as a vehicle for the delivery of community-requested services and provides a focal point for interagency efforts to enhance the community education process.

Because each community is unique and cooperative arrangements will be at different states of development, the NRPA is designed to provide guidance in determining a community's current status and suggestions for implementation steps to follow based on the current position. Agency professionals and citizen board members should look to specific areas of concern and select the suggested guidelines that are most applicable to their particular situation, adapting any others which might aid them in reaching their goal of coordination.

Part I of the report provides guidance in the techniques for encouraging cooperation among community agencies and for creating a coordinated effort to achieve the objective of providing a comprehensive, efficient delivery system for leisure services and community education. Part II describes a cooperative model of this delivery system through initial surveying of needs and resources, assessing goals and objectives, creating an organizational structure, developing programs and use of facilities, utilizing community relations mechanisms, obtaining funding, and, finally, evaluating the system. Part III discusses common problems that may be experienced during the development of a cooperative model and summarizes the goals and needs for the continued cooperation among public service agencies.

The NRPA report offers the following principles as suggestions for community leisure services or education leaders embarking on a leadership role in community education:

— Agencies existing in each community to provide a variety of human services should be involved in implementing the community education concept in each community.
— Community agencies control numerous and varied types of facilities and programs within the community and these facilities and programs are an integral part of the community education program.
— Community agencies' continued services are based on varying funding patterns, with local community dollars being the fundamental source of support.
— High visibility of all community agencies should be maintained.
— Local community agencies have out-of-community relationships with state, regional and national "parent" or affiliated groups which should be maintained.

Five elements are also offered as suggestions to insure continued interagency cooperation:

— Top-level commitment from the citizen boards and the administrative boards of service agencies;
— A written cooperative agreement which includes goals and objectives, provisions for joint planning committees and procedures; joint policies, guidelines and requirements;
— Continuous communication between the two or more agencies at all staff and board levels;
— Mutual understanding and respect for each other's roles, responsibilities and resources, including a positive attitude toward all aspects of the cooperative program;
— Regular evaluation and reassessment of the joint or multiple program.

An excellent approach to creating and maintaining an effective cooperative program is the appointment of a special committee composed of board and staff members plus citizen representatives of both bodies to meet on a periodic basis. There are agencies that conduct their relationship with the schools purely on an informal, verbal basis, and it is true that some of these have developed a very effective working relationship. But, this is the exception, not the rule, because informal agreements have certain disadvantages:

— Verbal agreements are easily and sometimes conveniently forgotten.
— It is much easier to break an informal verbal agreement.
— Persons involved leave and replacements are often unaware of agreements when they are not written and recorded.
— Verbal agreements may lack legality and liability, whereas a written agreement by its very nature requires much more thought, study and consideration of the advantages and disadvantages.

NRPA believes that the written cooperative agreement should clearly define the terms of the agreement. It should identify the parties, explain the conditions

or statement of purpose for the agreement, specify the length of the agreement, and contain in the most specific terms the responsibilities and liabilities of both agencies. The overall written agreement should spell out and officially establish the cooperative working relationship between the school and the leisure service agency.

The full report contains examples of written cooperative agreements which include the following key provisions.

- The intent and purpose of the agreement.
- The specific authority and responsibility of both parties.
- Statement of areas and facilities to be planned, acquired, developed, used, programmed and maintained.
- Statement of program activities and services to be offered by each party, including scheduling and maintenance responsibilities.
- Usage priorities.
- Staffing and supervision.
- Financial arrangements and responsibilities.
- Standard operating policies and procedures, specifically including the handling of problems.

Before one gets to the contract stage, however, the NPRA suggests an assessment of a community's recreational and leisure needs and resources. A needs and resource assessment can:

- improve decision making in the planning for leisure service offerings;
- serve as an informational base for planning;
- improve communication and cooperation with other agencies and the community;
- aid in the elimination of duplication and competition;
- serve as an evaluation tool for current offerings and in the setting of goals and objectives for a comprehensive recreation program; and
- involve the community in the planning process from start to finish.

The role of citizens in this process is also assessed. The report states that the single most important factor in effective leisure service relationships in the community education concept is the role played by citizens. Since leisure agencies have long relied on the usefulness of recreation councils for volunteers and budget support, it is important that a joint community education advisory board have representatives from a wide base of community interest groups as well as service and business agencies. The professional directors need to remember that policies and services are influenced by public opinion whether or not policymakers request citizen participation.

One method to establish and/or expand the role of citizen involvement is through the use of advisory councils. People serving on the council may be appointed, selected, or recruited; or they may volunteer. Open and significant exchange of information is necessary to nurture community leadership and involvement.

In its conclusion the NPRA pointed out that although the time is right for the development of expanded school-community efforts, many problems still stand in the way.

Lack of funds for maintenance, staffing and adaptation of schools for community leisure service programs are some of the restrictions. Fear of vandalism and theft by outside groups has made school officials overprotective of the school plant. Excessive and often arbitrary fees and charges by school officials have discouraged use of school facilities. Conflicts have arisen in liability and maintenance responsibilities, in scheduling and sponsorship of activities, and in determining those activities allowed on school property. Also frequent duplication of programs and personnel has caused special problems.

The major obstacle has been and is the lack of cooperation and support from top school officials for a number of reasons, including independence, lack of respect and appreciation for the leisure service agency role and capabilities, and suspicion that the leisure service agency is intent on establishing an empire. There has generally been a lack of real communication between the two agencies plus a lack of participation in each other's activities to gain the proper appreciation needed for cooperative support.

Some individual personality conflicts on both boards and professional staffs, rumors, hearsay, and/or a bad experience with community education-leisure service agency cooperative efforts have been special problems. These are some of the major obstacles which frequently stand in the way of progress for both agencies. However, the NPRA Federal Community Education Project Committee and staff felt that later these obstacles could all be solved if citizen groups and the principal officials of both agencies realize the great importance and need for cooperative, coordinated action to better serve the total community.

The pressures of increased public demands for more and better park, recreation and leisure services accompanied by a squeeze on the tax dollars to these needed services necessitate the need for cooperative, coordinated community action involving all agencies concerned with social improvement. There is no more critical problem facing the leisure services field than its relationship with the schools. This is especially true in the smaller communities. The community school movement is growing and schools have become more and more involved in administering recreation and leisure services themselves.

The Relationship Between Community Education and Lifelong Learning

Investigator: The Coalition of Adult Education Organizations (CAEO)

The report of the Coalition of Adult Education Organizations is the work of a panel of eleven specialists in the fields of Community and Adult Education. As a matter of background, the Community Schools Act was passed by Congress in 1974 and the Lifelong Learning Act in 1976. Both pieces of legislation are parts of comprehensive education bills passed in the respective years. The Coalition of Adult Education Organizations asked a panel to look at the following issues:

1. What are the similarities between the two movements and philosophies (community education and lifelong learning)?
2. What are the differences?
3. What roles should community educators play in lifelong learning programs?
4. Are there exemplary programs in existence that illustrate close working relationships between the two programs?
5. What are the related vehicles in delivery systems for services to adults and to children?
6. Are there other cooperative and innovative services, opportunities, and delivery systems to be found and used?
7. Can any alternatives be identified?

The panel presented with these questions were ultimately asked to address eight questions relating to the similarities and differences between community education and lifelong learning, and the possibilities for a close relationship between the two. A summary of those questions and the responses of the panel follows:

Question: What factors favor close relationships between lifelong learning and community education?

Answer: Close relationships between community education and lifelong learning seem logical because the two are quite similar:

— By definition, as given in the legislation.
— In their philosophical bases, especially in their definitions of education.

— In their objectives and methods of attaining them.
— In their target groups.
— In their relative newness as fields of thrust in education and their need for alliances to secure a strong political and financial base.

Question: What factors inhibit close relationships between community education and lifelong learning?

Answer:
— They are often perceived as competing programs.
— The language of both is too vague, to flexible, too subject to manipulation.
— Both are defined as concepts, but are referred to as "programs."
— Both are misunderstood as being concerned only with the adult population.
— They are misunderstood by the general public in terms of:
target groups, territorial rights, definition, and funding priorities.

Question: How can some of these inhibiting factors or blocks be overcome?

Answer:
— By increasing public awareness of basic strategy.
— By facilitating interagency communications.
— By removal of legal constraints to cooperative funding.

Question: What are the similarities in the philosophies of lifelong learning and community education?

Answer:
— Persons of all ages can learn and change.
— Learning is a continuous process.
— Education should be community-based.
— A pragmatic, client-centered approach to learning based on needs assessment is necessary.

Question: What are some of the differences between community education and lifelong learning?

Answer: There are those who see lifelong learning solely as a school enterprise in which separate programs for different age groups are tacked on to existing schools. In this case, there are significant differences between community education and lifelong learning. However, many proponents of lifelong learning share the community education concept, viewing education in the larger context, rather than simply as schooling. In this case, the differences between the two become minimal. Many apparent differences are a result of personalities, institutions, and communities served and their perceptions of means of accomplishing similar goals.

Question: Can you give examples of existing positive relationships between community education and lifelong learning?

Answer:
- Title I of the Higher Education Act of 1965.
- W.K. Kellogg Foundation efforts.
- Charles Stewart Mott Foundation efforts
- A number of efforts in individual communities (listed in report).

Question: Ideally, what role should community educators play in lifelong learning programs?

Answer:
- Facilitator
- Initiator
- Coordinator
- Supporter
- Linkage agent
- Catalytic agent
- Assessor of community needs

Question: It has been suggested that lifelong learning is a concept, community education is a process and adult education is a program. What is your reaction to this conceptual design?

Answer: The panel's reaction to this question was mixed. A clearer definition of the terms *philosophy, concept, process,* and *program* would have to underpin this discussion. All three of the aforementioned contain elements of philosophy, concept, process and program.

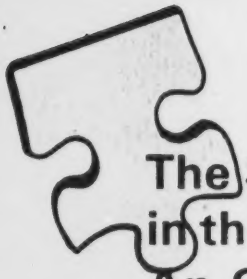
The CAEO report called heavily on the report of the *Wingspread Conference on Lifelong Learning in the Public Interest.* The following excerpts from that report were included in the CAEO panel's conclusions.

"Lifelong learning is an evolving concept. It represents a new perspective or attitude toward learners and learning throughout the life-cycle. Lifelong learning not only includes a vertical time dimension — literally from birth to death — but also a horizontal dimension encompassing all fields of knowledge, and an inner dimension that reflects the personal growth needs of human beings for self-expression and dignity. It emphasizes the ability for self-learning and the utilization of all educative resources, formal and nonformal.

"We have found it helpful to consider three general stages within the context of lifelong learning. The first is comprised of pre-school, elementary and secondary education — the 'preparatory' education — for children and youth. The second is post-secondary education — typically, college education — for late adolescents. The third is continuing education — the major portion of lifelong learning — for adults . . ."

Conclusions and observations of the CAEO report were:

— Lifelong learning is still largely undefined, and at the present time it means different things to different people. The danger seems to exist that if lifelong learning tries to be all things to all people it might become so diluted as to be largely ineffective.
— The concept of community education seems to be rather well understood by community educators but still remains largely unknown to most people outside the ranks of community education.
— Lifelong learning is not synonymous with adult education but is more comprehensive in nature and scope. Neither is community education synonymous with adult education. All three — lifelong learning, community education, and adult education — have separate elements as well as areas of overlap.



The Schools' Community Roles in the Next Ten Years: An Outside Perspective

Investigator: The Hudson Institute

The outside perspective in this report is provided by Jane Newitt and Herman Kahn of the Hudson Institute, Croton-on-Hudson, New York. The entire report is rich with information for all futurists. It is concisely written, permitting a reviewer to give only slices and samples of a document that should be read in its entirety.[1]

The report centers on two scenarios of the schools' community roles in the future. The authors concluded that the most salient distinction among school districts in the next ten years will be whether the communities in which they are located are growing or in decline. Consequently, the report gives two contrasting scenarios, one based on a declining community as defined by the authors, the other on a growing community. Before presenting the scenarios, the report establishes a societal context that serves to illustrate trends in population, public attitude, cultural climate and social policy.

In establishing the total context for the report the authors first discuss what they describe as the "softer" trends. Among those mentioned are a shift in attitudes about the schools:

> A dozen years ago, any essay on the future of the schools would have centered on discussion of substantive goals and priorities. The educational field was permeated with a sense of success and a relish for innovation. For as long as many young teachers could remember, each incoming class had done better than the one before. Although the school population was growing by leaps and bounds, local taxpayers were endorsing rates of increase in expenditures that substantially exceeded the rate of increase of enrollments. Class size was dropping. New buildings dotted the landscape. A better-educated, more affluent public was proving hospitable to any array of long-advocated innovations, and to new technologies as well.

[1]Available from the Superintendent of Documents, Washington, D.C., Stock No. 017-080-01772-5.

Today a very different orientation prevails. The sense of controlling the future has long since dissipated. The trends of central concern were not planned by anyone. Their origin, functioning, and significance are poorly understood. They are to be coped with, made the best of. Like so many other aspects of our national life, the schools are gripped with the notion that the mission of America's third century is to learn "the art of managing decline. . . ."

Newitt and Kahn go on to point out that Gallup's annual surveys of attitudes about education[2] suggest continuing concern about costs — but not blind opposition to higher budgets, and not a widespread belief that teachers are overpaid, although these attitudes are obviously important in some places. The surveys show strong opposition to teacher tenure, and strong attraction to "accountability" — but also acceptance of teachers' right to belong to unions, if not to strike. They suggest emphasis on basic skills, discipline, and vocational training — but not blanket hostility to the innovations of recent years, or to new forms of experiment. They show strong opposition to busing — but strong acceptance of racial integration. Thus the concept of "counterreformation" is not a synonym for restoration of the ways the schools were organized and functioned thirty years ago. it refers rather to what might be termed a "New Synthesis" of elite and popular attitudes, a consensus of moderates that is already reflected in the composition of school boards in many areas.

The report next turns to more solid data in establishing the context for speculating on the future, indicating that the 1980s will see a stabilization and, indeed, a slight rise in the number of elementary and junior high school children even if the birth rate drops slightly lower than it stands today. This oddity results from a continuing increase, for several more years, in number of women who are in their prime child-bearing years. Meanwhile, the problems that have been experienced by the elementary schools will begin to shift to the secondary schools. If immigration holds constant, the number of 14 to 17-year olds in 1990 will be 25 percent lower than in the peak year, 1974.

The report discusses four different theories regarding the birth rate for the next ten years. The theories predicted decline, stability, a rise, and a rise followed by a fall. The authors conclude that for purposes of speculation on the next ten years, what happens to the birth rate should be regarded as an open question; the range of direct impact of alternative birth rate trends on enrollment, within this ten-year time frame, is almost certainly not great enough to create any potential for a serious problem; and, whatever the trend, the anxieties and conflicts it generates will create worse short-term problems for the schools than the trend itself.

Having established a basis for their projections, the authors present their two scenarios, analyzing the school's role in a declining community and in a growing community.

[2]See the *Gallup Opinion Index* for recent years. For earlier years: Stanley Elam, editor, the *Gallup Polls of Attitudes Toward Education,* 1969-73, Phi Delta Kappa, Inc., 1973.

The factors of central importance in the declining community are likely to be:

— surplus plant and personnel;
— a rising proportion of older people in the population;
— a shrinking proportion of households that have children in schools;
— strong sentiments and efforts to turn the population/economic decline around (even if the economic "decline" is relative rather than absolute);
— a decline in the socioeconomic family status of the average school - child (i.e., out-migrants ranking higher on these indices than the families that remain); and
— a change in the balance between public and nonpublic schools.

The report points out that the school board and school officials of the declining community will be likely to feel a need to enlarge their base of community support. An emphasis on services for the elderly will seem attractive on both pragmatic and philosophical grounds, including such services as recreational programs (possibly during school hours, and using school staff), school bus transportation, re-focusing of school service clubs on assistance to older people, and use of retired people as school aides.

However, the report cautions that such "logical" responses of the school to a changing community may come in conflict with community leaders who have other priorities, such as lower taxes as a business incentive. Thus, in the declining community, a second agenda for the schools emerges in parallel with the first, emphasizing cutting costs (especially of services to economically marginal groups), rationalizing the use of existing resources, and testing any proposed innovations in the schools' community roles by reference to their attractiveness to business and the middle class.

The report turns to a community where in-migration overbalances a birthrate decline, creating a growth situation. The salient characterisitcs of these areas, which are usually regional centers, are these;

— many relatively young, well-educated, and prosperous people, some of whom grew up locally, many of whom grew up in the same general regional culture, with a small but conspicuous minority of genuine outlanders (e.g., "the New York crowd");
— an older, generally less educated and less affluent local culture, including a local leadership that favored, perhaps promoted, but is now not entirely comfortable with the effects of economic and population growth;
— by local standards, a lot of new, less-skilled workers, possibly blacks or hillbilly whites, or locally unfamiliar ethnic groups;
— by local standards, a lot of transients, crime, disorderly behavior, "welfare;"
— a construction boom;
— a rising cost of living (although the price level, by the standards of many in-migrants, may still be low);
— some school-crowding, some use of "tempos" and shifts, some new con-

struction (but possibly the latest bond issue was turned down);
— property taxes lower than where in-migrants came from, but a ten-fold increase over fifteen years ago for some locals; and
— a destabilizing of traditional balance of power and "arrangements" between political parties, and among the major churches, businessmen, professionals, labor unions, and ethnic groups.

Newitt and Kahn suggest that this is basically an old, familiar scenario, but there has been some change in attitudes about such subjects as work, children (and willingness to make sacrifices in their behalf), the association of progress with economic growth, and the inevitability of economic growth. School officials are no more certain than others how important these changes are, but they realize that at some level the changes are obviously not good news for school districts where taxes have been rising rapidly and are destined to rise much more.

Nor are the schools' problems limited to those directly associated with rising rolls. The more influential newcomers are accustomed to different and more costly styles and standards of municipal services. They want recreation programs and facilities, a municipal swimming pool, trash collection, more school bus routes, more police, smaller class size, better-trained teachers, guidance counselors, better science laboratories, computer programming instruction and so on forever.

Still, the growing community is in no imminent danger of falling apart at the seams. Most newcomers are reasonably sympathetic with the values and customs of the local culture, which, in turn, is reasonably tolerant of them. The fractious minorities on both sides are not large enough to be seriously disruptive. Moreover, the economic boom has been going on for some time. Within and outside the community, there is much experience-based knowledge of how to "manage growth" (as there is not for how to "manage decline"), and the general feeling is that the problems of the next ten years may be serious but are still the right kind of problems to have.

This, indeed, is why the school board and school officials can think about playing more varied roles in community life. Unlike the declining community, where such thinking has a strongly defensive basis, the growing community centers on improving "the quality of life," encouraging "community spirit," and the like. Moreover, there is no serious schism between town officials and the schools. The sources of friction relate to the allocation of resources that are merely growing less rapidly than some citizens' expectations. Thus both parties are interested in opportunities for sharing plant, equipment, and personnel, and for meeting several needs at once where new construction is concerned.

The report concludes with a series of commentaries. One of the most penetrating suggests that since the scenarios emphasize innovations, they tend to obscure the likelihood that the declining community's schools are already doing many of the things that the growing community's schools are only starting to do. However, this burden of existing commitments tends to reinforce the contrast that has been drawn.

Basically, the declining community encounters serious conflicts between the schools' perspective on the top priorities for community service and the perspective of other local leadership groups. Such conflicts are less prominent in the growing community. The schools in the lower class neighborhoods may feel neglected, and this neglect may seem to have overtones of racial or ethnic discrimination, but the relatively fluid situation of the growing community means that these overtones appear more circumstantial than deliberate; and it is also — or even more — important that lower-income people in the growing community generally share its optimism.

In the final section of the report, the authors make the following suggestions concerning the integration of community service into the schools: First, it is not useful for any school district to attempt to determine the most promising avenues of community service until it takes inventory of services already performed. Second, existing informal services may provide a good index to community needs: if one finds that a school bus driver twice a week lets an elderly woman hitch a ride to the grocery store, perhaps this service ought to be regularized, not stopped. Third, the exercise of costing out existing services and attempting to eliminate those that seem unjustified can be useful in itself and also can indicate how difficult it is to eliminate commitments once assumed, even if the basic reason for the commitment no longer exists.

The authors attempt to rank community services which might be delivered through the schools in terms of their congeniality to the public mood. They discuss the following:

- Services relating to reducing the gap between the schools and the world of work.
- Assimilative services to create or heighten a sense of community. These are needed not only to provide links between natives and newcomers, but also to offer opportunities for getting together with like-minded neighbors. Generally speaking, these services take the form of evening classes.
- Services related to the pursuit of economy through multiple and shared use of public facilities, equipment, or personnel. Components of this type of service would be defined by an inventory of local needs.

The report concludes with this invigorating note:

> Enthusiasts for "community schools" may just be getting comfortable with the planning perspective appropriate for the experience of elementary enrollment decline when the pass-through of this decline to the secondary schools generates a considerable jolt for those who were anticipating "more of the same."

Epilogue

Education has been almost synonymous with America. Among the various freedoms we extol, freedom to learn has been stressed from the time of Jefferson to the present day. In view of this history, the current plight in which education finds itself seems incongruous. How can it be that a nation which has talked so much about education and has invested so heavily in schools and universities now often seems to be turning its back on one of the brightest pages in its history? Yet the fact is that lack of school support is not only threatening but actually damaging the educational experience of children.

Schools are often being closed for lack of funds. Athletic programs and extra-curricular activities are being cut. School boards are frustrated by the failure of millage elections and school bond issues. Parents in a disturbing number of cases are seeking private schools for their children, while in metropolitan areas people in the city are in flight to the suburbs, where they believe schools are better.

Education finds itself in a weakened position as a result of two developments. On the one hand the tax-cutting mood of the country restricts the funds for education. On the other, the inability of schools to meet the needs of the poor in urban areas weakens the faith of people in education as a solution for our social problems. If the American people are to be moved to invest more adequately in education, they must be inspired by a new vision of education. If our social, economic, and political problems are to be solved, a new educational foundation must be built.

The old foundation rested on schools and universities. However, recent experience with the schooling of the disadvantaged has demonstrated the weakness of schools when homes and communities are inadequate. It has been a real shock to the teaching profession to see clearly in their daily work how little of a child's education takes place in schools and how much goes on in homes and other phases of a child's life. As a profession we are learning belatedly that the child is only partially educated by schools.

If it is the child's whole life that educates, then the new foundation of education must mobilize the whole environment, enabling each community agency to make its educational contribution. In approaching the building of the new foundation it is necessary to recognize that the old foundation, resting primarily on schools, is inadequate to face the problems of a complex industrial society. In addition, it is assumed that the American people still believe in education as the foundation for progress in a free society and that they will be

willing to support it if it can overcome the weaknesses of the old foundation by mobilizing the vast resources of the larger society.

Even if schools had succeeded in making all our school children literate; even if the so-called basics had been taught to all our children, including the children of the disadvantaged, the present school-focused system would be inadequate. Whatever education individuals have acquired quickly becomes obsolete because of rapidly expanding knowledge, technological change, and the growing complexity of the problems faced by citizens.

As a result, schooling of children is at best only a partial foundation for a developing society. Human life, community life, is synergistic; that is, each separate phase of life is affected positively or negatively by other phases. The

> *"If it is the child's whole life that educates, then the new foundation of education must mobilize the whole environment . . ."*

whole is greater than the sum of its parts. This quality of synergism has its finest example in the educative process itself. Both lay and professional people often fail to understand how education takes place. We talk about educating people as if education were an activity in which something is being done to the individual by another person or persons. This is a fallacious view. One person cannot educate another. Each of us must accept individual responsibility in the area of education. A favorable learning environment is necessary for the success of this undertaking. Important elements in this environment are parents, teachers, and other people of the community.

At this point it will be helpful to show the contrast between the present schooling concept and education, between a *school system* and an *educational system.* In a typical *school system,* the child and the parent face an institution, an establishment, a bureaucracy which is self-motivating and involved in self-development and preservation. If we had an *educational system,* the community as a whole would be engaged in educating all the people of that community, young and old, on a lifelong basis. In this type of system there would be little interest in test scores, entrance requirements, concepts of rapid or slow learners, good students or poor students. These trappings of schooling have become so entrenched that their validity is no longer questioned. But, no one would seriously propose having a hospital grade its patients and send the best hospitals only the patients with minor ailments. In fact, the opposite is true; people with the most serious health problems seek the best hospitals. This may not be a perfect analogy, but it does suggest that schooling is not truly educational.

> *"Our schools and universities are not really educational institutions; they are human sorting machines."*

The public has lost its role in education. We live in a service society in which we have turned education over to schools, health over to doctors and government over to politicians. True, we are very critical of the way in which

these professional groups serve us, but we do not seem to realize that schools alone cannot educate us, doctors cannot make us healthy, and politicians alone cannot give us good government. Only the society, the people themselves, can solve problems of health and government. Only the community can provide the learning environment.

The process of developing personal or community involvement in education is not without its problems, however. The professional service groups in our society develop a mystique about their professional knowledge and skills, and many educators are no exception. They create the impression that very little of what they know can be learned or understood by the parents, thus discouraging involvement.

Another stumbling block to community involvement is cynicism. Our society is experiencing a loss of confidence not only in its schools, but in many other areas as well: the medical profession and the government, for example. There is an all-too-common attitude that there are no real solutions to societal problems, including the problems of our educational system.

Within the educational profession itself, conditions are not conducive to an enthusiastic support of education. Research in the past several decades has concerned narrow elements, based on a reductionist outlook. Educational writing is technical and full of obscure vocabulary, largely unintelligible to the layman and formidable even to teachers. Evangelistic educational leadership has been frowned upon. Coldly scientific attitudes have been urged. Real concern for people has been viewed as being soft and sentimental. The result is that few leaders are carrying the torch for education as a great human enterprise.

It becomes increasingly clear that calls for more money and better community support for schools will not decrease the cynicism of the public. A more exciting prospect is needed. People must be able to see the development of a great education, one with the capacity, the resources, and the total power to serve as a new foundation for our society. people must be able to see themselves as participants in the building of the new foundation. Education would then be recognized as the responsibility of all of us, not merely the teachers and schools.

If, as Jefferson believed, education is the foundation of a free society, we must build a new foundation for education in our country. The present foundation is unable to provide the type of education that is mandated by our complex technological society. What is needed is a broad-based, community approach founded upon the concept that the educational system is responsible for drawing upon the total resources of the community to provide an educational program that is capable of meeting the needs of all citizens. The preceding reports reflect some of the resources and enthusiasm necessary to create a new foundation for education in the United States.

Ernest O. Melby
Distinguished Professor Emeritus
Michigan State University

Appendix

In addition to the various agency perspectives on community education, the National Advisory Council commissioned two other reports: a collection of statements on community education; and a Citizen Participation Handbook, consisting of case studies exemplifying the community education concept. Excerpts from these two reports are included as appendices, along with a listing of current and past members of the National Advisory Council on Community Education.

Statements on Community Education

In the preface to this report Jack Minzey and Carl Wesler comment that "the forward motion of important ideas is powered in part by the people who consider these ideas, reflect upon them and modify them." They have developed a report that is an anthology of the substantive reflections of many leaders in America on the community education concept. The report is rich with personal statements on the concept, and it deserves the attention of all those interested in understanding or promoting the concept.

The entire report is available through the U.S. Government Printing Office.[1] Space permits only a few brief excerpts from the total document. These may serve to help clarify the definition of the concept and place it in perspective as a vision for a new foundation for American education.

"We have a tremendous need to develop more sense of community throughout the nation, and I feel that the Community Education concept, if fully implemented, could make an impact in meeting this need."

Jimmy Carter
President of the United States

"Ours is the loneliest generation in the history of the human race. The rapid growth of mobility and urbanization, when placed alongside the disintegration of the family as an economic entity, has resulted in a drastically changed life style. Community in the historic or indigenous context no longer exists as a force to serve human needs.

This resultant anonymity may be the primary factor which has resulted in mental illness becoming our most crippling disability.

Human beings are inherently gregarious. Community Education offers the optimum means of bringing people together. Present or latent interests are reinforced. New interests or skills are developed. Acquaintances or friends are gained. The result is a well-spring to develop and sustain 'community' as such. Thus an improved life quality is established."

Martin Essex, Visiting Scholar
Ohio Advisory Council for Vocational Education, and Ohio Superintendent of Public Instruction Emeritus

[1]Write Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. Stock No. 017-080-01784-9.

"I support this concept wholeheartedly, and I should think many business people would want to support and participate in such programs. Although there would be some additional cost to the community, expenses should be comparatively low because the programs can utilize existing school buildings and administrative organizations and draw upon much volunteer help. The benefits to the community, in my opinion, far outweight the costs."

Henry Ford II,
Chairman of the Board
Ford Motor Company

"It is clear that the UAW in every way supports innovative and flexible educational programs. We seek to maximize learning opportunities that can help enrich our lives, offer us additional options, and teach us how to live, learn and work productively in the real world.

The concept of Community Education is one that the UAW can wholeheartedly endorse."

Douglas Fraser
President of the UAW

"There is nothing very new here in concept. The Greeks spoke of educating through the entire culture, by *paedeia*. Hundreds of Community Schools in this country, some of them in existence for decades, provide beginning models of the schools we could have. The challenge is for such schools to become the rule rather than the exception. An even greater challenge is for more and more of our institutions — banks, post offices, television, courts of law and all the rest — to join with schools in serving educational functions. The creation of an educative society is no longer just a chimeric vision. It is as exciting, as plausible and as important a venture as exploring the new world of outer space."

John Goodlad, Dean
Graduate School of Education
UCLA

"Schools are basic community institutions and their untapped potential can be used to bind together communities and to strengthen them. We now know that the school's traditional job is strongly dependent on the links it forges with the community. We now know that elitist and paternalistic concepts of schools are outdated, and that schools can learn from their constituents, even as they teach them."

Vernon E. Jordan, Jr.
Executive Director
The National Urban League

"The schoolhouse kind of education is obsolete. It was all right for rural society where most of the children were from the farm; and the community and the church, the homes and all the various agencies were crutches for the school. But in the big city, these crutches have all either disappeared or weakened. The

school now stands alone. And alone, it is obsolete."

Ernest Melby
Distinguished Professor Emeritus
Michigan State University

"Opening the doors of educational opportunity for people of all ages in all communities is both practical and necessary. Rising costs in education demand the fullest possible use of all educational resources. This includes school buildings, of course, but for a wide range of community activities as well as for purely formal educational purposes. It also includes the use of other community resources such as museums, libraries, cultural centers and park lands — anything that could be used effectively for educational purposes . . . ."

Thomas A. Murphy, Chairman
General Motors Corporation

"Community Education sustains the role of the school as a focal point of the neighborhood. In this day of high mobility, urbanization, and loosened family ties, I believe that an emphasis on people working for and benefiting from community activities can only serve to strengthen our society."

Carl D. Perkins, Chairman Education
and Labor Committee
U.S. House of Representatives

"The effective utilization of our schools as vital community resources will become the rule rather than the exception."

Donald W. Riegle, Jr.
United States Senator

"Community Education concerns itself with everything that affects the well being of all citizens within a given community and the dynamics of relating the problems of people to community resources. It allows people to experience success in resolving their community problems, meeting their goals, and making institutions more responsive to community needs and wants. Community education seeks to develop 'a sense of community' in which people can start having some degree of control over their environment."

Wilson Riles
Superintendent of Public Instruction
The State of California

"The new community education programs now springing up all over America can transform our public school facilities into comprehensive neighborhood community centers that will enable all ages to participate in the learning process and foster true neighborhood and a real sense of community."

C. Delores Tucker
Secretary of the Commonwealth of
Pennsylvania

"It is a simple fact that most of the peak experiences for students take place not in the classroom behind a text, but in, or in association with the world outside that classroom. The extent to which we, as teachers can meld the two together into one powerful force is the extent to which schools, I believe, begin to make some sense."

Eliot Wigginton
Foxfire

SUMMARY

These are only short excerpts of powerful statements by individuals with a power to influence social policy. They call for a new foundation for education, one that makes community rather than school the base. The community education concept makes economic sense. In education, as elsewhere, prices are up, production is down. What's the answer? "The answer is Community Education schools — the use of our idle public schools to serve all of us," says Sylvia Porter in a syndicated article entitled "Schools; Keeping 'Em Open Saves Taxes."

More important, the community education concept makes sense in terms of social policy. Saving the schools is not the real issue . . . saving and restoring public confidence in the sense of community is the ultimate challenge.

Citizen Participation Handbook: Four Case Studies

Investigator: Northwest Regional Educational Laboratory

One of the basic elements of successful community education is the participation of citizens. The Citizen Participation Handbook provides a detailed case study of each of four different types of communities: (1) an isolated rural district; (2) a suburban industrial district: (3) a combination rural, suburban district ("rurban") and (4) a large metropolitan area. Although the elements of one case study would be unlike those of another, adaptations of techniques used in one locality may be made to fit the needs of another. Information gleaned from research often makes possible some innovative techniques that are useful to both professional personnel and lay citizens.

In a study of community education programs, it becomes apparent that best results are obtained when the local school recognizes that there is a need for innovation and improvement. While a study of the projects of other communities is helpful, materials and methods must be adapted or developed to fit local needs. In other words, there must be mutual adaptation; the focus of an activity must not be overpowered by choices made in another agency. Most believe that the main factor which will promote mutual adaptation is continuous problem-solving. This approach tends to keep the project design flexible and congruent with local needs.

Innovative programs do not occur without prior planning and training. Training is likely to be most effective if trainees (a) have knowledge of tasks to be accomplished and remain task oriented; (b) demonstrate competence needed to perform the tasks; (c) use skills in communicating and exhibit behavior which supports working relationships within the group; and (d) make use of processes which build collaboration between groups.

In summary, the findings of implementation research suggest that a successful implementation process utilizes mutual adaptation. The process promotes interaction between the agency, the site, and the project plan. Continuous problem solving is needed to make sure that within the project the training is keyed to operations, the materials are adapted to local needs, the participants are sufficient to build morale, and that the participants are representative of the population. Citizens need assistance in using problem-solving techniques, group process skills, and planned collaboration.

Descriptions of the four models follow.

San Juan County, Utah

In response to a lawsuit alleging discrimination against Navajo Indians, the San Juan School Board, the Utah State Board of Education, the Utah Navajo Development Council and the Navajo Nation began a large scale effort to enable the community to resolve educational problems, transfer the initiation of change to the local citizens and to improve agency services for rural school areas. Citizens were involved in a technique called the "Rural Futures Development Strategy," developed by the Northwest Regional Laboratory and used in Portland, Oregon. Community education specialists were used as process facilitators. Through a series of meetings the process facilitators assisted community groups in using systematic approaches to problem-solving.

Scientific instruments were produced to assess community needs and opinions. As a result of the research, two new high schools were built on the Indian reservation. The long-term result of the preliminary activity was the employment by the district of process facilitators as a part of the regular staff. Other areas in the San Juan County District copied the techniques. The success of the school-community groups has been demonstrated because they still continue to function. Even though this model was used primarily in the rural areas, many of its aspects could be used in other types of communities.

Kanawha County, West Virginia

The essence of the case study in Kanawha can be summed up in an often-used statement in community education, "helping people to help themselves." The administration of the school system was in the hands of individuals who facilitated the various aspects of the whole realm of community education. They operated under the assumption that communities can change, social problems can be solved,, community power is a strong force for change, and local citizens are desirous of making improvement and will assist in bringing about improvement.

Many technical aids were provided to improve the community. Booklets and pamphlets were developed cooperatively. Such things as membership lists, plans and procedures, evaluating processes for meetings, programs and activities, listings of group agreements, and other matters were included. Advisory committees familiar with all the materials were able to offer such services as conducting needs assessments and locating community agencies with the desire and resources to sponsor community improvements.

As a principal outcome of the training and work of the advisory councils, many additional community education centers were established, and the number of agencies involved quadrupled. The success of the program can be attributed to the initiative of community members and the organization and support of the district's school administration. The council coordinators' role as facilitator was crucial to the development of the total program in this location.

Hazel Park, Michigan

In 1974, Hazel Park was designated the "All-American Community Education City." An organized effort involving direct personal contact with school district patrons was the technique used to create a climate in which district personnel and community people jointly designed the educational program desired.

The effort in Hazel Park was based on three assumptions:

— Vitalizing the community school philosophy through a program of personal contacts is an effort of major and continuing priority.
— A systematic, planned program of personal contacts is the most effective way for busy administrators to be able to apportion the necessary time.
— Specific efforts to secure support for education are a legitimate function of school personnel.

A careful plan for all school personnel was developed to implement the school program. The procedures developed were designed to ensure a carefully planned home visitation. Competence in interviewing and leading discussion was of prime consideration. The success of the educational program in this community was demonstrated by the solid citizen support which was largely stimulated by the positive attitudes of the parents.

Minneapolis, Minnesota

In 1968, the Minneapolis Board of Education authorized the establishment of a Department of Community Education. Approximately 100,000 persons annually now take part in the programs that are selected and designed by neighborhood representatives serving on community councils. Widespread agency involvement has also been a characteristic of the Minneapolis program. Such groups as the Parks and Recreation Board, municipal government, city-wide advisory groups, health and welfare agencies, and county agencies actively participate.

The approach to community education in this urban area has stressed grass-roots involvement in the elementary school attendance area. Even non-school sites in business areas have been utilized. A unique funding system has contributed to the success of the program. The state matches each local dollar with fifty cents. Although community education is a part of the Minneapolis school district, it is primarily funded by a $1.00 per capita allotment which the school board is authorized to levy.

Community education in Minneapolis is a dynamic concept. As neighborhoods change, neighborhood councils change. Each community assesses its needs and identifies the common human, fiscal and physical resources that can meet the needs.

The Minneapolis experience has shown that lay leadership is enhanced by pre-service and inservice training for the role of community school coordinator. Training for this position is focused on such areas as: (1) communications; (2)

ways of establishing rapport with persons and agencies; (3) holding productive meetings; and (4) understanding budgets and finance. Competency and training in these areas is made available to the lay leadership through in-service training. One of the most useful techniques they learn is the use of a "Block Plan" to establish two-way communication.

In each locality the community council is provided with the guidelines and illustrative materials to make it a potent educational force. As evidence of the success of this type of organization, grants of up to $5,000 have been made to community councils to pursue projects of their own choosing. A "Performance Survey" is used to assess the effectiveness of the councils. An overall citywide community education council is a vital resource for the local groups.

The neighborhood councils are the prime force for making things happen in Minneapolis in the area of community education. Also vital to the effort are the more than twenty human service agencies and thirty business establishments that are involved; thus community education, while centered locally, has resulted in mobilizing the entire city of Minneapolis to achieve excellence in the area of community education.

Each of the cases reviewed has some similarity to the others. Likewise, there are differences to be noted. Enough information is provided so that any community would find it possible to make adaptations of the information, forms, and techniques to enable people to help themselves.

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